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ABSTRACT

This Master Plan for the City Colleges of Chicago outlines their goals for the latter half of the 1970's. Thirty-two recommendations are made concerning six goal areas: community and people, programs, instruction, facilities, finance, and organization. Among the recommendations are the following: (1) by 1980 the city colleges should aim to serve 120,000 students; (2) teams of instructional and supportive personnel must be developed; (3) efforts to develop a management information and budgeting system that focuses on cost effectiveness should be accelerated; and (4) faculty should be reorganized into program-based units. A history of the CCC from 1911-1973 is presented in three chapters. In the final chapter, the future of the CCC in the following areas is considered: the community orientation, the students, the educational programs, new instructional strategies, facilities, and financial support. Program costs and data on students and faculty are tabulated in an appendix. Three other attachments deal with the adoption of the Master Plan, CCC organization, and a longitudinal study of CCC transfer students. (KM)

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M A S T E R P L A N

for the

CITY COLLEGES OF CHICAGO

JC 740 a 34

DAVIS MAC CONNELL RALSTON
A Division of Westinghouse Learning Corporation
Sunnyvale, California

May, 1974

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RECOMMENDATIONS

This Master Plan for the City Colleges of Chicago outlines their goals for the latter half of the 1970s. Planning for the future requires recognition of the fact that the life of a social institution, like that of an individual, has the makeup and character of a career. New social forms and life conditions do not appear through spontaneous generation; they grow out of what went before. Much that has happened during the long history of the city colleges, particularly at times of crisis, as well as those conditions which presently characterize the city colleges influence the possibilities for their future.

Many specific recommendations are presented below. Some recommendations can be implemented immediately; some will take several years to become fully operational; while others will have to wait several years before they can be initiated. The list is selective rather than exhaustive and comprises six goal areas:

Community and People

Programs

Instruction

Facilities

Finance

Organization

The accomplishment of the goals reported in this Master Plan will cost money. A sizeable number of dollars can be anticipated from Federal and State agencies although such support is usually limited to "seed money" with the expectation that after a short time the recipient will assume full support. It is hoped that the Board of Trustees will activate the City Colleges of Chicago Foundation so that additional funds can be secured from private foundations, business, and individual persons.

A reasonable estimate of the dollar cost to implement all of the recommendations is approximately $110 million. Most of the cost, some $91 million, is for new facilities which are important in order to provide the physical setting required for the instructional program. Approximately $10 million will be needed to serve the additional 40,000 students anticipated in the goal of 120,000 students by 1980.

An extremely important need is represented by those recommendations which are intended to improve quality, particularly in programs and instruction. To implement these recommendations, approximately $2 million annually are needed during the remainder of the 1970s. Ever present is the necessity to choose between quality and quantity. Since 1966, with the encouragement of the Public Junior College Act of 1965 and our own Board of Trustees, the city colleges embarked upon an expansion program so that by 1974 enrollment had more than doubled and programs of instruction, particularly, in the occupational area and adult-continuing education, had increased markedly. During

the next five years the emphasis should be on quality of instruction.

A. COMMUNITY AND PEOPLE

1. By 1980 the city colleges should aim to serve 120,000 students. This is a 50% increase over its present enrollment. This will permit the colleges to serve the traditional city college student as well as persons not adequately served at present. The colleges should recruit and serve senior citizens and the handicapped as well as greater numbers of persons from low income and minority groups.

2. Intensive recruitment should be carried on to insure that by 1980 the student body of the city colleges continues to reflect the racial, ethnic, and socio-economic distribution of the city's adult population. In particular, efforts should be made to enroll many more Spanish-speaking adults.

3. The city colleges should establish new and varied programs for handicapped adults, prepare new types of personnel to service these persons, and appoint a full time director at the central office level to coordinate these programs.

4. A greater effort should be made by the city colleges to serve senior citizens and to involve them in community affairs as well as to enlist their services

as tutors for younger college students.

B. PROGRAMS

5. Courses and programs offered by the city colleges should be defined more precisely so that the interrelationships between courses within each program are clear and communicated to all. Objectives of each course component of a program should be stated in clear and measurable terms so that the significance of each course in terms of contributing to the objectives of a program is unmistakable.

6. Effective enrollment of students in programs requires acceptance by guidance and counseling personnel of the concept that their primary function is to help match students with programs. To assist in this process, the use of student personnel services assistants--paraprofessionals with two to four years of college preparation--needs to be studied and made operational as an integral part of student services. Local college student records need to reflect the emphasis on program enrollment and program completion. Such records must be articulated with a city-wide, student-accounting system in order to facilitate overall coordination and evaluation.

7. With the objective of increasing the number of programs completed by students, the modular design of

programs should be continued and expanded so that short sequences of related courses, or certificates, may either be completed for their intrinsic value or accumulated for a two-year associate degree. This structure provides an internal career lattice which permits students to "break-out" at any one of several points or to continue their education.

8. The 71 inter-college programs currently offered need to be made more comparable so that programs with the same title but offered on different campuses are parallel. Inter-college faculty program committees, aided by lay advisory groups, are needed to monitor and improve both the parallelism of the programs and the effectiveness of courses and programs; this is necessary in relation to both transfer to senior institutions and job competency.

9. Scheduling of classes for students should be based upon the needs of those students as determined by computer assisted identification of students: by program; by their status within a program; and by their course and class needs to complete a program.

10. Complete and continuous evaluation of all programs offered by the City Colleges of Chicago should be provided in order to determine enrollment, output, and cost as essential data for decisions on eliminating,

reducing, maintaining, or expanding programs.

11. The City Colleges of Chicago should take the initiative in relating community college programs to those of senior institutions on the one hand and high schools on the other. Such a network of inter-related programs, often referred to as a career lattice, permits a student to know his options and to plan better for his education which may span several levels.

12. In the development of new programs and the expansion of old ones, emphasis should be placed on emerging job opportunities and urban societal needs in such public and human services as health, child care, and law enforcement.

13. The present program of in-service education offered to employees of city, county, State, and Federal agencies, should be continued and expanded.

C. INSTRUCTION (FACULTY, METHODOLOGY, TECHNOLOGY)

14. The Affirmative Action Program of the City Colleges of Chicago which provides for better racial integration of faculty and staff, must be continued. The city colleges must aggressively recruit qualified minority faculty and administrative and clerical staff. Teachers and staff so recruited must be assigned to campuses in such a way as to achieve a racial balance.

15. The city colleges must provide orientation and in-service education for its faculty, administration, and staff. A planned and continuing effort for in-service education, comparable to initial assistance provided by the University of Illinois through courses on PLATO and more recently on occupational programs, is needed. Such an in-service program for faculty should include opportunities for university credit, lane advancement, and rank-promotion credit, as well as recognition of such efforts as an integral part of such advanced degree programs as the Doctorate of Arts in Teaching. The in-service programs should include such areas as the mission of the community college, student characteristics, measurement and evaluation, course and curriculum development, effective instruction, and the preparation of measurable course objectives. Comparable in-service programs should be developed for administration and clerical staff.

16. Teams composed of instructional and supportive personnel must be developed. The level of preparation necessary for each team member should be determined by the needs of students to be served and the complexity in nature of the learning strategy to be employed. In support of such effort necessary steps should be taken to create new paraprofessional positions in such areas as library, counseling and other

student-personnel-service areas as well as in the educational program units of the college.

17. Different teaching and learning strategies must be developed to meet different student aptitudes and learning styles. All city college students must be encouraged to realize their potential no matter where their aptitudes place them on the scale ranging from remedial to advanced. Challenging learning experiences employing both human and technological means must be devised for students at various stages of their progress.

18. The city colleges should continue and expand work experience opportunities integrated with formal education and training as currently offered in occupational programs and as planned for transfer and general studies students.

19. In keeping with the national trend toward making higher education less selective and more accessible, the city colleges need to recognize informal and non-traditional educational accomplishments by granting academic credit for such experiences. Recognition and evaluation of such informal and non-traditional education as work experience, self-study, and military experience not only introduces more flexibility but also provides a standard evaluating instrument. This is an instru-

ment which can be used to judge traditional academic courses and at the same time can give a more measurable basis for articulating those courses with others offered by senior institutions.

20. The excellent start that has been made in granting credit by examination through the College Level Examination Program (CLEP) should be expanded so that students may acquire credit by examination for any and all city college course work including the occupational programs. In addition, occupational competency testing in the job-oriented areas should be introduced through a cooperative program with the National Occupational Competency Testing Institute (NOCTI). Furthermore, the credit-by-examination concept needs to be extended beyond both CLEP and NOCTI into such special areas as nursing.

21. The Learning Resources Laboratory must assume increasing responsibility on a city-wide basis for encouraging instructional improvement and introducing new and more effective ways of getting learning materials to students. Under the general umbrella of the Learning Resources Laboratory the following specific actions are proposed:

    a. Television learning opportunities for the citizens of Chicago must be expanded by acquisition of new broadcasting capacity.

(1) A twenty-five hundred megahertz system (ITFS) should be utilized either by acquiring four channels from FCC or by leasing the existing Catholic Archdiocese' twenty-five hundred system.

(2) Immediate steps should be taken to make sure that CATV (cable television) franchises issued in Chicago include a provision for at least twenty percent of the channels to be reserved for public service (education) purposes.

(3) Immediate steps should be taken to encourage the acquisition of Channel 20 for instructional television purposes as quickly as possible by the Illinois Board of Higher Education.

b. There should be expansion of Study Unlimited offerings and locations to include additional libraries and other appropriate locations.

c. The Learning Resources Center staff should be expanded and specialized in such areas as learning theory, objectives, evaluation, and systems design.

d. Increasing emphasis should be placed upon the collecting and disseminating of such materials as instructional video tapes and video cassettes which are produced elsewhere.

e. On both an experimental and operational basis, the Learning Resources Laboratory should take the leadership in encouraging and expanding the utilization of the mastery concept based upon measurable objectives.

f. PLATO materials should be used on a regular basis beginning in the fall of 1974 at Wright, Malcolm X, Kennedy-King, and the Chicago Skill Center.

g. Fellowship monies should be budgeted and awarded to selected faculty members of the city colleges for the development of instructional materials.

D. FACILITIES

22. The Master Plan for the Capital Improvements Program

during FY-75 through FY-78 should be as follows:

FY-75

LOOP COLLEGE		
Planning and Start of Construction		
STATE FUNDS		$ 1,600,000
WESTSIDE SKILL CENTER		
Purchase Land and Building; Renovate and Equip		
LOCAL FUNDS		1,750,000
NORTHEAST SIDE SKILL CENTER		
Phase I--Acquire Site		
LOCAL FUNDS ONLY		300,000

FY-76

LOOP COLLEGE		
Construction		32,757,510
STATE SHARE	$24,168,000	
LOCAL FUNDS	8,589,510	
OLIVE-HARVEY COLLEGE		
Phase I--Physical Educ.-Community Center Bldg.		5,000,000
LOCAL FUNDS ONLY		
SOUTHWEST COLLEGE		
Phase I--Physical Educ.-Community Center Bldg.		5,000,000
LOCAL FUNDS ONLY		

FY-77

NORTHEAST SIDE SKILL CENTER	
Phase II-Building	2,250,000
LOCAL FUNDS ONLY	
NORTHEAST SIDE CAMPUS	
Phase II--Physical Educ.-Community Center Bldg.	5,000,000
LOCAL FUNDS ONLY	
WRIGHT COLLEGE	
Student Union Building (Metal)	400,000
LOCAL FUNDS ONLY	
Parking Facility (Double-deck)	1,100,000
LOCAL FUNDS ONLY	

FY-78

OLIVE-HARVEY COLLEGE		
Phase II--Instructional Building		18,000,000
STATE SHARE (75%)	$13,500,000	
LOCAL SHARE (25%)	4,500,000	
SOUTHWEST COLLEGE		
Phase II--Instructional Building		18,000,000
STATE SHARE (75%)	$13,500,000	
LOCAL SHARE (25%)	4,500,000	
Total		$91,157,510
TOTAL STATE FUNDS	$52,768,000	
TOTAL LOCAL FUNDS	$38,389,510	

23. Day Care Centers should be provided for the children of students and those of the community in all new facilities as well as in existing ones which lack such services. Educational programs for the preparation of staff to operate the day care centers should be an integral part of the planning of the facilities.

E. FINANCE

24. The city colleges have been moving toward a budgeting process and a management information system which gives greater recognition to educational programs. This process needs to be accelerated in order to provide for complete identification of costs and expenditures by educational programs to the end that cost may be compared with effectiveness of programs. Such information is essential to better decisions on retention, expansion, or modification of educational

programs.

25. The city colleges reaffirm their pledge that every adult who is legally a Chicago resident and who has the ability to profit from a program offered by the city colleges will not be denied enrollment because of his lack of funds.

26. In order to improve and expand services to students, the city colleges should take the initiative, in co-operation with other community college districts and State agencies, to help obtain the enactment of legislation to:

    a. Make Illinois State Scholarship Commission monetary awards available to all undergraduate students enrolled for at least six credit hours

    b. Bring about a change in the present "entitlement" feature toward the end that a student will be entitled to State scholarship assistance up to a maximum of 150 semester hours of undergraduate work, and

    c. Seek an administrative (ISSC) rule change (or legislation, if necessary) to permit year-round applications on simplified forms for ISSC monetary awards.

27. The city colleges need to press for additional State support for the higher costs of educating economically and academically disadvantaged students. More specifically, the State Special Assistance (Equalization) formula should be modified in order to "equalize" the additional costs incurred by the city colleges in educating thousands of students requiring special help.

28. Every effort should be made to secure acceptance of the principle that the Federal government has an obligation to provide unrestricted funds directly to higher educational institutions.

29. The city colleges must take steps necessary to insure that the recently created Illinois Board of Higher Education "blue ribbon" committee on finance will be made fully aware of the special needs of inner-city community colleges.

F. ORGANIZATION

30. The division of labor among the various units, institutes, colleges and systems of the city colleges should be carefully delineated and monitored to insure that maximum service is provided at the most economical and efficient level. Four areas are particularly critical:

a. The Seven Colleges. The mission of each of the seven colleges needs to be more precisely defined. This is especially necessary in relationship to the areas of specialization of each college. The entire system must minimize gaps and duplications in educational services.

b. Chicago Urban Skills Institute. The Chicago Skills Center should be renamed the Chicago Urban Skills Institute to provide the city-wide leadership necessary for the emerging system of skill centers. The institute should be headed by a president.

c. Institute for City-wide Programs. An Institute for City-wide Programs should be established to coordinate and give focus to such high priority programs as in-service training for government employees, health occupations, and human services.

The institute should be headed by an Associate Vice Chancellor. The Institute for City-wide Programs (ICP) will require a city-wide administrator for health occupations programs similar to the positions currently provided for human services and public services. The College Acceleration Program should be transferred from the Learning Resources Laboratory to the Institute for City-wide Programs.

d. The Learning Resources Laboratory. The Learning Resources Laboratory with its city-wide responsibility for instructional improvement, development of non-traditional education, encouragement of new ways of getting learning materials to students, and promotion of in-service education for city college staff should have its role carefully defined in relationship to the three program operating systems mentioned earlier.

31. The increased emphasis on a program base for faculty organization is more appropriately related to the present mission of the city colleges than the traditional organization based upon academic disciplines. Within each of the operating units of the city colleges, faculty should be identified more closely with programs. This may require a reorganization of faculty into program-based units. The faculty of a unit should provide guidance of students in the programs which the faculty of a unit offers and supervises. Currently five major program areas - business; creative, cultural and performing arts; engineering and industrial; health; public and human services - provide a base for organization under which the faculty as well as individual programs, or clusters of compatible programs, can be organized.

To improve quality programs, the president of

of each college should appoint a coordinator for each program or cluster of programs.

32. In order to give more effective leadership and co-ordination, several central office administrative changes should be made. Full vice chancellorships should be established for operations and building planning and for administrative services.

INTRODUCTION

AN ACHIEVEMENT AND A PROMISE

Today's City Colleges of Chicago, housed on eight campuses and serving approximately 79,000 students, are both an achievement and a promise. Together they constitute an institution that throughout its 63-year history has been shaped by the changing needs of the people in an ever-changing city. It is only recently, however, that the city colleges have made a deliberate attempt to adapt the total instructional program to these needs.

The continuing growth of the public community colleges, especially since 1966, represents determination and dedication come to fruition--the determination and dedication of a group of educators and civic leaders who are convinced that all citizens, not just the economically privileged or the academically gifted, deserve the opportunity of education beyond the high school.

The story of Chicago's city colleges falls into four chapters--three are completed, the fourth is barely started. The opening chapter began in 1911 with Crane Junior College housed in the city's Crane Technical High School; the chapter ended in 1933 when the junior college was abolished by a financially hard-pressed Chicago Board of Education. The second chapter

began in 1934, when the college was brought back to life as the Chicago City Junior College; it ended with World War II, when the Armed Forces took many of the college's young men and requisitioned its facilities for the duration. The third chapter began after the war when to serve an almost overwhelming influx of new students, especially veterans, the college started on the road to transforming itself by opening its doors from early morning until late evening.

The fourth and current chapter opened in July 1966 when the Chicago City Junior Colleges were separated from the control of the Chicago Board of Education and started a new life under their own Board of Trustees. Though this latest chapter is far from finished, it chronicles within an eight-year period more growth in every direction than did the opening chapters which covered more than a half-century. One more change in name was to occur in 1970 when the colleges' legal name became the "City Colleges of Chicago." Today, the city colleges employ a faculty of more than 1,300, offer more than 200 educational programs, and boast a physical plant now valued at nearly 75 million dollars--a plant that before the end of this decade will be comprised almost entirely of new construction.

The city colleges have always been concerned not only with the needs of a diverse student body, all levels of ability, and every socio-economic background but also with the vast range of needs of the urban community which they serve and from which they receive more than half of their financial support. Thus it was not surprising that the Board of Trustees of Community

College District No. 508, in one of its earliest official acts, directed the Chancellor to develop a "Master Plan" for the City Colleges of Chicago (Appendix, p. 173). The study, the Board indicated, was to "address itself to the questions of number of students to be educated, in which kinds of programs, in what kinds of facilities, and administered under what kind of organizational structure." The Board further stipulated that the Master Plan should include long-range estimates of the educational and capital expenditures required to enable the City Colleges of Chicago to provide for unmet educational needs in the Chicago community. The document was to recommend priorities in both educational and physical expansion in case future revenues were short of total needs. In brief, the Master Plan was to chart the course which the city colleges must follow to make themselves into institutions worthy of being called "community colleges."

The report presented herein to the Board of Trustees, the college staff, and the citizens of Chicago represents several years of intensive study. The firm of Davis MacConnell Ralston, a subsidiary of Westinghouse Learning Corporation, guided its preparation. It is designed to trace both the history of the City Colleges of Chicago with special emphasis on those events of the past which led the city colleges to their present status, and to present a Master Plan for their future, with special attention to serving the full spectrum of educational needs of the adults of Chicago from the teenager to the senior citizen.

The Master Plan outlined in this document is bold and realistic. It is bold in that it points to sweeping changes which must occur and new directions which must be taken during the remainder of this decade. It is realistic in that it is attuned to the new society which is emerging in Chicago as well as in the nation.

Both the Chancellor and Board of Trustees are aware that effective planning must not only be long range but must be carried on day-by-day. They both know that wise planners keep their ears to the ground for signals of changing and emerging community needs.

Unfortunately, master plans can be published only infrequently, and, therefore, must be seen as indicators of future directions and not as detailed maps of terrain to be covered.

This Master Plan is offered as such an indicator. It is built around a promise--the promise of accepting the challenge of helping to create an improved and better society for the people of Chicago.

CHAPTER 1

DECADES OF PROGRESS

THE EARLY YEARS: 1911-33

Early in the century, graduation from Chicago's public high schools was the height of educational aspiration for most children of low-income families, often the children of recent immigrants from Europe. Education beyond the high school was open only to the fortunate few whose families could pay for it.

The principals of Crane Technical High School and Lane Technical High School were so moved by the plight of the many able, promising, and ambitious young people who were denied higher education by a capricious wheel of fortune that they introduced post-high school courses into the curricula of their schools. In 1911, twenty students were enrolled in junior college classes at Crane; twelve, at Lane.

Five years later in 1916, there were 211 enrolled at Crane, and 128, at Lane. After this date, Crane alone offered post-high school courses, and it was here that Chicago's first junior college really developed.

Between 1911 and 1933, Crane Junior College, as it was called, gave more than 28,000 students their opportunity for higher education. Accredited by the North Central Association in 1917, the college grew rapidly, reaching an enrollment of more than 3,000 in 1933. In that same year about 700 qualified

applicants had to be turned away for lack of space. Graduates of Chicago public high schools registered for classes at Crane Junior College each semester; many of them travelled long distances to the west-side location.

College records show that Crane was indeed an opportunity college. Most of its students were the sons and daughters of workingmen. Intended primarily for those who planned to continue their education beyond the junior college, Crane sought to give its students a basic liberal education. Its instructional programs included preprofessional curricula as well as introductory courses in commerce and other career fields. Many of its graduates have had distinguished careers in business and industry, the professions, and public service.

Although it was separated from high school administration in 1931, the college remained on shaky ground until the Illinois Legislature specifically authorized the Chicago Board of Education to "manage and provide for the maintenance of not more than one junior college, consisting of or offering not more than two years of college work beyond the four-year course of accredited high schools, as a part of the public school system of the city." The outlook looked even brighter in 1932 when the Strayer Survey of the Chicago Public Schools, commissioned by the Chicago Board of Education, concluded:

> As a college for all the people, Crane Junior College seems a definitely defensible project for inclusion within the city's system. The City of Chicago needs Crane Junior College as a two-year liberal and professional college for all the people and as a college providing terminal education in the trades and semi-professions. Chicago should give its one existing junior college more complete and adequate backing.

The feeling of shock and disbelief, therefore, was understandable when in July 1933, during the darkest days of the Great Depression, the Chicago Board of Education suddenly abolished the junior college as an economy measure.

AN EXPANDED JUNIOR COLLEGE: 1934-41

Leading Chicago citizens--among them Jane Addams, Clarence Darrow, and Robert Maynard Hutchins--immediately protested what they considered the Board's precipitous decision. They argued that Crane had been closed at the very time that the city's young people needed it most. Mounting public pressure caused the Board to rescind its action.

Three branches of the Chicago City Junior College were opened the next year, 1934. A north-side branch occupied the former Wilbur Wright Elementary and Junior High School building; a south-side branch moved in with the Chicago Normal College; and a west-side branch, after a year at Medill High School, settled in the former Herzl Elementary School until 1954 when it moved to the Crane Technical High School. These three branches constituted the junior college until the late 1950s.

The new lease on life given the college in 1934 signaled the start of a period of productive educational experiment, especially in General Education. The Chicago City Junior Colleges introduced a required General Education program modeled on one then current at the University of Chicago--including courses in English, Social Science, Physical Science, Biological Science, and Humanities to inculcate "in all students social intelligence and responsibility and personal culture through

knowledge of themselves, of the world in which they live, of their relation to that world, and of the intellectual, artistic, and spiritual life of the race." In addition, the college provided preprofessional training as well as a variety of programs for students who planned to terminate their formal education in the junior college. A firm commitment to General Education, or liberal studies, was and has remained an important element in the educational philosophy of the college.

During this early chapter in the college's history there was yet another significant curriculum development, an articulating of junior and senior college programs. Starting in 1938, after a student had spent two years in one of the branches of the Chicago City Junior College, he could transfer to the Chicago Normal College and in two years earn teaching certification in the Chicago public schools. Chicago's junior colleges have always pressed for such agreements with senior colleges and universities. They have also aggressively recruited potential, public school teachers, especially during the post-World War II years when the Chicago area was in desperate need of large numbers of qualified teachers.

WORLD WAR II AND AFTERWARDS: 1941-55

The second chapter in the history of Chicago's city colleges ended during World War II when they shared the lot of the nation's colleges and universities. Most young men were in the Armed Forces, and enrollments fell drastically. Two of the campuses were vacated to make room for service schools. Its enrollment greatly reduced, Wright turned its building over to

the Navy and moved into a section of Schurz High School. Herzl also made way for a Navy school and moved into a section of Crane High School for the duration of the war. Only Wilson retained its physical facilities; it remained on the campus it shared with the Chicago Normal College.

In 1946 with the war over and the Wright and Herzl buildings returned by the Navy, the third chapter in the history of the city colleges was opened. Administrators had to move quickly to serve adequately both the almost overwhelming number of veterans eager for education and the normal complement of students fresh from high school. One answer to swelling enrollments was the "Extended Day" schedule which kept campuses open from 8:00 A.M., until 10:00 P.M., Monday through Friday. Persons employed during the day could enroll in the college's evening, tuition-free programs. Evening extension programs, formerly offered in several high schools which were ill-equipped for college purposes, were now moved to regular junior college campuses.

To meet the needs of the thousands of veterans as well as those others of the general population attracted by the Extended Day program, Chicago's junior colleges added new dimensions to their services. Thus in 1947, a non-credit Adult Education Program was inaugurated which offered the people of the community a rich mixture of informal courses, lecture forums and special events.

Administrators and faculties began to recognize that if education were to be a lifelong process, it must be freed from

the lockstep that had characterized the conventional college curriculum. By offering people of all ages and all backgrounds a full range of instructional programs from early morning until late evening throughout the year, Chicago's junior colleges were giving shape to the dream of education as a lifelong, continuing process.

True, there were setbacks during this chapter in the college's history, but there were also advances. During the 1950s the ground was plowed which made it possible for today's city colleges to have firm roots. In 1951 the Illinois Legislature consolidated the position of public junior colleges and provided an impetus to further growth by recognizing them as an integral part of the common school system. Between 1955 and 1957, several key bills were passed to provide State aid payments direct to junior colleges. The continued existence of the city colleges thus was being assured.

THE MISSION DEFINED: 1956-65

The mid-fifties and early sixties brought administrators and faculties the comforting feeling that the junior colleges were in Chicago to stay. Although the elementary and secondary schools continued to command most of the attention of Chicago public school officials, the junior colleges became less and less an afterthought. In 1956 the General Superintendent of Chicago Public Schools appointed a Junior College Study Committee, the first of two such committees within a four-year period, to chart the immediate and long-range needs of the college.

The most significant work of the 1956 Study Committee was a statement of goals, anticipating by several years what is now presented by national leaders as a philosophy distinctive to the community college. Besides recommending a curriculum comprised of a General Education core, preprofessional sequences, and vocational-technical programs reflecting community needs, the 1956 report called for a wide range of non-credit adult education programs and for full counseling and job placement services. Above all, the report called for intensive efforts to recruit high school graduates who were unable to go on to college without financial assistance or who were too poorly motivated to continue their education on their own initiative.

Another important recommendation of the 1956 Study Committee called for additional branches of the junior college to be placed throughout the city in accordance with what was called the "proximity principle." This principle is based upon the fact that the percentage of population of any community attending a junior college tends to be directly related to the nearness of the college to a student's home or place of employment. This recommendation was acted upon almost immediately by the Chicago Board of Education. By September 1960 the city's junior college system had expanded to seven campuses, with the addition of Amundsen (1956), Southeast (1957), Fenger (1958), and Bogan (1960). These branches, frugally housed in wings of public high school buildings and operating mainly during evening hours, were located in communities not formerly close to a junior college.

Moreover, 1956 is a memorable year for another reason. It was in that year that a giant stride was taken toward making high school educational opportunities available to all of the people of Chicago. The Chicago City Junior College began a three-year experiment to test the feasibility of offering an accredited junior college program on open-circuit television. This, a first in the nation, was a program that would enable a homeviewer to earn the Associate in Arts degree without attending classes on campus. The project, called "TV College," was funded with a grant of $500,000 from the Fund for the Advancement of Education of the Ford Foundation.

The experiment was outstandingly successful. TV College continues to be an integral part of Chicago's city college programs. College education reaches thousands of adults who, for a variety of reasons, are not able to attend on-campus classes and who, otherwise, might never realize their aspirations.

It was also in 1956 that the Wilson Campus launched its experimental Basic Program for students whose scores on standardized aptitude tests indicated initial placement in pre-college or preparatory programs. Although this program has recently given way to one deemed more suitable to the needs of the students concerned, the 1956 program made a significant beginning.

The Second Study Committee Report, following closely upon the first, was completed and presented to the Chicago Board of Education in 1958. It contained recommendations that were to be the bases for new directions and dimensions. It was this

report which led to the addition of a curriculum of urgently needed technical programs, the start of an advanced-placement program for gifted high school students, and the opening of a high-rise junior college branch in the central business district of Chicago--in the words of the report, a branch "convenient to public transportation as well as to the heavy concentration of offices, stores, and industries from which potential junior college students may be drawn in increasing numbers." Finally, this same report urged that between 1960 and 1965 a number of new buildings be erected and equipped for junior college purposes.

The recommendations for expanded and new program directions received immediate attention. By 1959 a number of two-year technical curricula to train students for immediate employment in neighboring industries were established at the Southeast College campus. Fortunately, funds to equip the laboratories and shops needed for these curricula were available from Federal and State sources. The mutually advantageous working relationships initiated, then, between college and industry have proved of inestimable value over the years.

By 1963 the new Amundsen-Mayfair branch had developed a two-year associate degree program in nursing education and became the first Illinois community college to offer the program. This highly successful program was funded in part by a generous five-year grant of $312,440 from the W. K. Kellogg Foundation.

The recommendation of an Advanced Placement Program (now called "College Acceleration Program") for high school students

was implemented in 1959. Since this time, thousands of gifted high school seniors have earned college credit in courses taught by qualifed junior college faculty.

Unfortunately, new junior college buildings were not erected; nor was financial support increased substantially. The Chicago Board of Education, plagued by a chronic shortage of funds, simply could not provide adequate financing.

However, two somewhat antiquated buildings were acquired despite the necessarily low priority give by the Board of Education to the funding of junior college needs. In 1962, the Board purchased the DePaul University building at 64 East Lake Street and opened the Loop Campus. In the same year, the Board turned the unused Mayfair Elementary School building over to the college as a site for a day program as the branch of Amundsen. This created a dual facility called the Amundsen-Mayfair Branch. In addition to the acquisition of these two buildings, a small annex was added to the Wright branch, allowing for much needed library and office space expansion.

It was not until the junior college system was established as an independent multi-college institution with its own taxing authority and its own governing Board that substantial growth and improvement in financial support were possible.

CHAPTER 2

A NEW DAY AND NEW DIRECTIONS: 1966-73

Mission, Administration, Financial Support, Facilities

THE CITY COLLEGES' NEW MISSION

Underlying Philosophy

The Illinois Master Plan for Higher Education and the Illinois Public Junior College Act, the former adopted by the Illinois Board of Higher Education in 1964 and the latter (the authority for the creation of District No. 508) enacted by the State Legislature in 1965, prompted a needed and thorough overhaul of the instructional goals of the city colleges. These documents mandate provisions for occupational and career education. For many years junior college faculties had placed strong, and at times exaggerated, stress on university-parallel studies. Curriculum planning and development had not been completely comprehensive because occupational and technical programs and adult-continuing education did not have status equal to that of the preuniversity curricula.

In their insistence that public community college curricula be truly comprehensive, the Illinois Master Plan and the junior college legislation, noted previously, concur with the recommendations of recognized leaders and theorists in the two-year college movement. As recently as 1971, Medsker and Tillery,

for example, highlighted their position as follows:

> There is a growing consensus about the nature of the comprehensive community college, which can best be summed up as a program for all. (Breaking the Access Barriers, 1971, p. 53).

Edmund Gleazer, Executive Director of the American Association of Junior and Community Colleges, summarized the mission of the community college:

> Taking its place in the education scheme, the junior college is to meet innumerable demands that other higher institutions cannot and will not meet. (This is the Community College, 1968, p. 48).

New Purposes

The necessarily colorless language of the two legal documents does not do justice to the significant and exciting educational adventure which they undergird. The goal expressed by both documents was one that the city colleges were already on the road to achieving: the shaping of an institution beyond the high school with an identity of its own, neither a two-year extension of the secondary school system nor a poor man's version of the university, but an agent for community change with individual, upward mobility available at the grass roots level.

The mission of the city colleges became the provision of both formal and informal educational opportunity on a full-time and part-time bases to all adults of a community--from young to old, from gifted to slow, and from those in search of a first chance to those in search of a second chance at post-high school education. The city colleges while retaining

their function as a way station on the road to the university for the student who can make it were required to seek new and better ways of helping a wide range of people to make a living.

ADMINISTRATION

Junior College District No. 508

The period in the history of the college represented by the fifty-five years of development and growth (1911-1966) under the governance of the Board of Education of the Chicago public schools, a period punctuated by uncertainty and doubt as to the future, came to an end on July 1, 1966 when Junior College District No. 508 was born. A new day was about to dawn for the junior colleges of Chicago.

The Chicago City Junior College, renamed the Chicago City College, was placed under the control of a seven-member board appointed by the Mayor. The new Board of Junior College District No. 508, County of Cook and State of Illinois was given legal authority to maintain and operate what the Illinois Public Junior College Act of 1965 defined as a Class I Junior College.

Among the Board's earliest actions were: the appointment of a chief executive and administrative officer; immediate and vigorous action to get long-needed construction underway; and the launching of new instructional programs as well as the expanding and updating of established ones. Another significant early action of the Board was granting collective bargaining rights to the organization selected by the full time faculties of the colleges to represent them in negotiations over salary,

fringe benefits, and working conditions. Almost overnight, Chicago's junior colleges had come of age.

A New Chief Administrator

On July 12, 1966, the Assistant Superintendent of the Chicago City Junior College under the Chicago Board of Education was named Executive Director and assumed responsibility as chief administrator of the newly organized Chicago City College. The title was changed to Chancellor in December of the same year in recognition of his heading a multi-college institution, each college of which was soon to have its own president.

By 1970 four Vice Chancellorships had been established: Academic Affairs, Administration, Business Affairs, and Career Programs. In 1972 the separate Vice Chancellorship for Administration was eliminated. The duties of this office were assigned to an Executive Vice Chancellor whose responsibilities included not only Administration, but also Personnel, Business Affairs, and Operations. The Vice Chancellors, along with the college presidents and the Executive Dean of TV College, are Officers of the District, serving as advisers to the Chancellor.

In 1972 the Chancellor issued a policy statement which delineated the role of the central office administrative staff, the interrelationship among central office administrators, and the relationship between central office and local college administrators (Appendix, p. 175). The following year, in 1973, The Jacobs Company, a well-known management consultant firm, was commissioned by the Board of Trustees to study the total administrative staff of the city colleges and to make recommendations

for needed changes. The Jacobs Company recommended the addition of some administrative posts, the change of some titles, and new relationships of administrators both at the central office and at the several colleges. Most of the recommendations have been implemented.

In conducting its study, the Jacobs Company also compared the administrative costs of the city colleges with those in other big city multi-campus community college districts in the United States and in a number of community college districts in Illinois. The study showed that the percentage of total instructional costs devoted to administration in the city colleges was 5.32% as compared to the average of 7.05% for the other community colleges (Appendix, p. 163).

FINANCIAL SUPPORT

Local Tax Levies

The Illinois Public Junior College Act of 1965 conferred genuine independence and responsibility on District 508's Board of Trustees and the colleges by giving the Board the authority to have a real estate tax which was not to exceed .05%, or five cents, of every $100 assessed valuation "for building purposes and the purchase of grounds"; and a tax not to exceed .13%, or thirteen cents, of every $100 assessed valuation "for educational purposes." It should be noted that each penny of assessed valuation realizes more than one million dollars in revenue for the colleges. In 1967 fifty-four percent of the total revenue for the district came from local tax levies (Chart 1, p. 39). Ceilings on these educational fund rates are set by

State law, and they are not changed easily. As of fiscal year 1974 (FY-74: July 1, 1973-June 30, 1974), the building and maintenance rate remains at the original .05% while the educational rate has been increased to .175%.

State Support

Although some money comes from Federal and other sources, most of the balance of the money needed to operate the city colleges comes from the State through State flat grants. In 1966, the colleges received $11.50 per student credit hour as determined at mid-point each term. In FY-74 the comparable State flat grant stands at $18.50.

An additional State flat grant was paid through the Illinois Division of Vocational and Technical Education on the basis of student credit hours in vocational education courses. A reduction in support from this source has been experienced in the last several years. Unfortunately, the reduction has not been offset by State funds paid at a rate of $5.00 in FY-74 for student credit hours in non-business occupational courses (Appendix, p. 164).

A new and much needed source of financial assistance from the State became available recently when the State allocated funds for the special help required by economically disadvantaged students and for the support of public service projects. The city colleges in 1973 received about one-half of the State's allocation of $1.4 million to assist economically disadvantaged students and about one-third of the State's total of $750,000 for approved public service projects. While the funds allocated by

the State are not equal to the need, the allocation represents a partial recognition by the State of its responsibility to aid in the support of the mission mandated by the Illinois Public Junior College Act of 1965.

Federal and Other Sources

Most Federal monies have been channeled through the State. Although Federal funds do not represent a large percentage of the total financial resources of the city colleges, they do represent funds which have been increasing steadily during the 1966-73 period and funds which are needed greatly.

A small percentage of the budget has been supported by a nominal general-service charge paid by students, by restricted-use grants received from the Federal and the State governments, and by grants from private foundations for approved proposals for special projects.

Over the past five years, student financial aid has increased more than five times over. For the fiscal year of 1973, the city colleges were awarded $4,377,440 for student aid. Most of this comes through Federal work-study funds and educational opportunity grants. Some students also obtain assistance through National Direct Student Loans and other types of grants-in-aid.

Of the 1973 Federal allocation, almost 90%, about 4 million dollars, is shared by four colleges: Kennedy-King, Malcolm X, Loop, and Olive-Harvey. Most of the students of these colleges are drawn from economically depressed communities.

Effective in 1973, all student financial aid was awarded

under the provisions of a single contract between the Department of Health, Education, and Welfare and the central office of the City Colleges of Chicago.

Increasing Needs

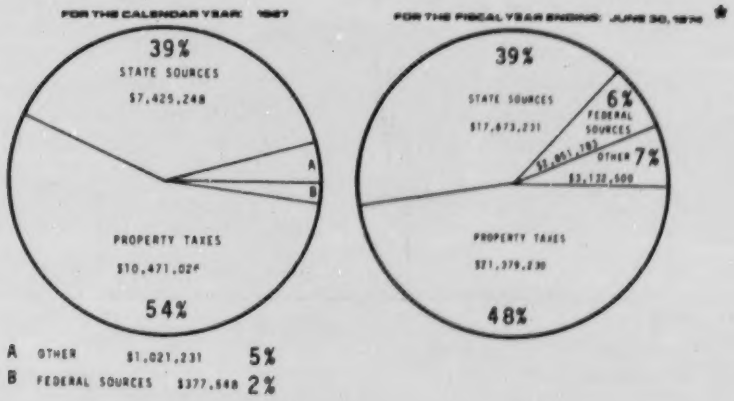
Total educational fund expenditures during the eight-year period have more than doubled: from approximately $17,500,000 in 1967-the first full-budget year under the new Board for the city colleges-to $40,000,000 for FY-74. The increase represents many factors, such as the increase in number of students served, the increase in the number of students requiring special help, the increase in the number of teachers required, and the increase in salaries and benefits.

The Illinois Master Plan for Higher Education adopted in 1964 set the appropriate level for State funding of community colleges in Illinois at 50%. There has been much discussion, and at present there is divided opinion as to whether or not this is the appropriate level and whether or not it has been achieved. In 1967 the city colleges received 54% of their financial support from local real estate tax levies; 39% from the State; and the balance, or 7%, from Federal and other sources. In the 1973-74 annual budget, as shown in the chart which follows, local property taxes accounted for 48%; State aid, for 39%; and Federal and other sources, 13% (Federal, 6% and other, 7%).

Chart 1.

THE REVENUE DOLLAR
CITY COLLEGES OF CHICAGO

EDUCATIONAL AND CURRENT RESTRICTED FUNDS
CALENDAR YEAR 1967 AND FISCAL YEAR 1974



A OTHER $1,021,231 5%
B FEDERAL SOURCES $377,[illegible] 2%

TOTAL $19,295,053 TOTAL $45,036,744

*Excludes Chicago Skill Center.

Great as the increase in dollars expended appears--as the city colleges move closer to achieving the mission of the community college as mandated by the Illinois Public Junior College Act of 1965 and subsequent amendments, and as acted upon by the Board and city colleges--the dollars required will become larger, and financial support to keep pace will have to be found.

FACILITIES

Building--At Long Last

As long as the colleges were operated by the financially-pressed Chicago Board of Education, there was little reason to hope that new campuses or physical plants would be constructed. For years junior college administrators and faculties had deemed

themselves fortunate to be assigned space within high school buildings or in no-longer-needed and inadequate facilities. This was not a matter of choice; the Chicago Board of Education had to channel its always strained resources to the ever-growing and urgent needs of the city's elementary and secondary schools.

Before the city colleges took on legal existence of their own, the Chicago Board of Education had taken the noteworthy step of approving an application for the funding of a new west-side college under Title I of the Higher Education Facilities Act of 1963. The Illinois Public Junior College Act, enacted in 1965, opened additional sources of funding for the projected college to the new Board operating the city colleges. This Act, as indicated previously, not only authorizes the Board of the Junior College District to have a city property tax at a rate of five cents for each $100 of assessed property valuation but also stipulates that the State will share up to 75% in matching funds for campus construction.

A New College for the City's West Side

The Board of Trustees selected a 20-acre site in the vicinity of Damen and VanBuren streets for the west-side college. Once purchase of the site had been authorized in fall 1966, the complicated legal steps required to clear the land were begun, and the architectural firm of C. F. Murphy Associates was engaged to prepare building plans.

In April 1971 the long-planned and eagerly-awaited new college, consisting of 521,000 square feet and capable of accommodating 10,000 students, was completed at a cost of $17,367,000. Special State funds amounting to $1 million were also made available to furnish and equip the new college. This new college,

successor to the original Crane Junior College, was renamed Malcolm X College. It stands as the first Chicago building designed and constructed as a community college in the long history of Chicago's junior college system.

A New College for the City's South Side

Planning for a new south-side college was underway while the west-side campus was still on the drawing board. The City's Department of Development and Planning worked with the Board, the Chancellor, and the President of the, then, Wilson College together with members of the Wilson faculty, student body, and community. They selected a site at 6800 South Wentworth Avenue, an area being cleared by the city's Department of Urban Renewal. The architectural firm of Fitch and Larocca (then known as Fridstein-Fitch) was retained to plan the building. Their imaginative and innovative design was awarded a commendation by the American Institute of Architects at the 1969 convention of the American Association of Junior and Community Colleges.

This new south-side campus, renamed Kennedy-King College in 1969, cost $31,310,000 and opened in November 1972. The new name reflects the aspirations and search for identity of the community it serves. The new college, consisting of 715,000 square feet, is capable of accommodating as many as 15,000 students. A special State grant of $2.4 million was extremely useful and essential for the furnishing and equipping of the new college. The Kennedy-King College is a far cry from the former, railroad-office building and the old Chicago Teachers College building that once housed this college.

Interim Campuses for the City's South Side

The existing Bogan, Fenger, and Southeast Colleges shared public high school buildings; in the first two, space for college programs was available during evening hours only. This together with the continuing growth of Chicago's south-side communities made it imperative, if the needs of Chicago were to be met, that the Board plan two additional campuses--each to offer comprehensive day and evening programs, with one specializing in industrial technology programs.

In March 1968 the Board approved sites for two new campuses: one in a southeastern section of the city, the other on the rapidly growing southwest side. Land acquisition came quickly; sixty-eight acres were purchased at 10001 South Woodlawn for the southeast campus, and fourteen acres at 75th and Pulaski Road for the southwest facility. Negotiations for an additional seven acres for the southwest campus were completed recently.

Drastic reductions in State funding and the Governor's "hold" order on all public construction projects made an immediate start on the construction of permanent facilities impossible. The Chancellor, therefore, recommended to the Board of Trustees that "interim" facilities be erected on the sites acquired. Using local funds for this capital development, the city colleges opened excellent prefabricated buildings on the two campuses in September 1970.

Southeast and Fenger colleges merged to form a single, new college and moved to 10001 South Woodlawn Avenue. This new college was named Olive-Harvey College to honor, posthumously,

two Congressional Medal of Honor winners in Vietnam--one was a young Black serviceman, the other, a young White serviceman. The completed temporary facility has a gross area of 112,520 square feet and can accommodate a student body of amost 5,500. Total cost for land and facilities was approximately $4,700,000.

The former Bogan College vacated the high school building it had shared during evening hours for a number of years and moved to the southwest campus at 75th and Pulaski Road. To signify its having severed ties with the high school of the same name, the Board renamed it Southwest College. Southwest's total usable area is almost 94,000 square feet. The facility can accommodate more than 5,000 students--all at a cost of about four million dollars.

Improvements for Wright College

In June 1967 the Board of Trustees purchased the Wright College building from the Chicago Board of Education after the Illinois Junior College Board had approved 75% matching funds for the transaction, amounting in total to $3.5 million. The Wright building, originally designed as an elementary-junior high school, had been the best of the city's junior college facilities for a long time.

After an engineering study was completed to determine the feasibility of renovating the building, extensive roof repairs were completed and gas-fired furnaces and a central air-conditioning system were installed. This project was completed in February 1972 at a total cost of $1,152,961; of this the State contributed $750,000.

The most recent improvement approved for the Wright College

building (March 1973) was the construction of a balcony encircling the entire library area. This renovation expands library space and provides space for computer terminals and study carrels to be used in the experimental PLATO IV project. The cost of these improvements was approximately $500,000.

A Job and Basic Skills Center

The city colleges added an eighth and unique facility in 1973--the Dawson Skill Center. This unit serves job skill and literacy needs. Planning for this facility goes back to early 1968 and 1969. At that time the city college and the Mayor's Committee for Economic and Cultural Development, in cooperation with the Chicago Public Building Commission, applied to the Economic Development Administration of the U. S. Department of Commerce for a direct grant to build a manpower-training facility. The facility was to be part of the Mid-Chicago Economic Development Project, centering around the old Stockyards area.

A planning grant of $30,028 was awarded to the city colleges in November 1968. On December 31, 1968, another grant of $6,452,000 was awarded the Public Building Commission for the construction and equipping of a job skills center; the total cost was estimated at $8,065,000.

The William L. Dawson Chicago Skill Center, located at 3901 South State Street and named in honor of a prominent Black U. S. Congressman, was opened in May 1973 and declared a regional Manpower Development Training (MDTA) center in the same month. It is the only building in the city college system not built by a State agency. The three-story building of 148,000

square feet can accommodate as many as 1,200 trainees. It will train the hard-core unemployed living in the old south-side Stockyards area and in other economically depressed areas of the city.

The map shown on the next page shows the location of the present city college facilities.

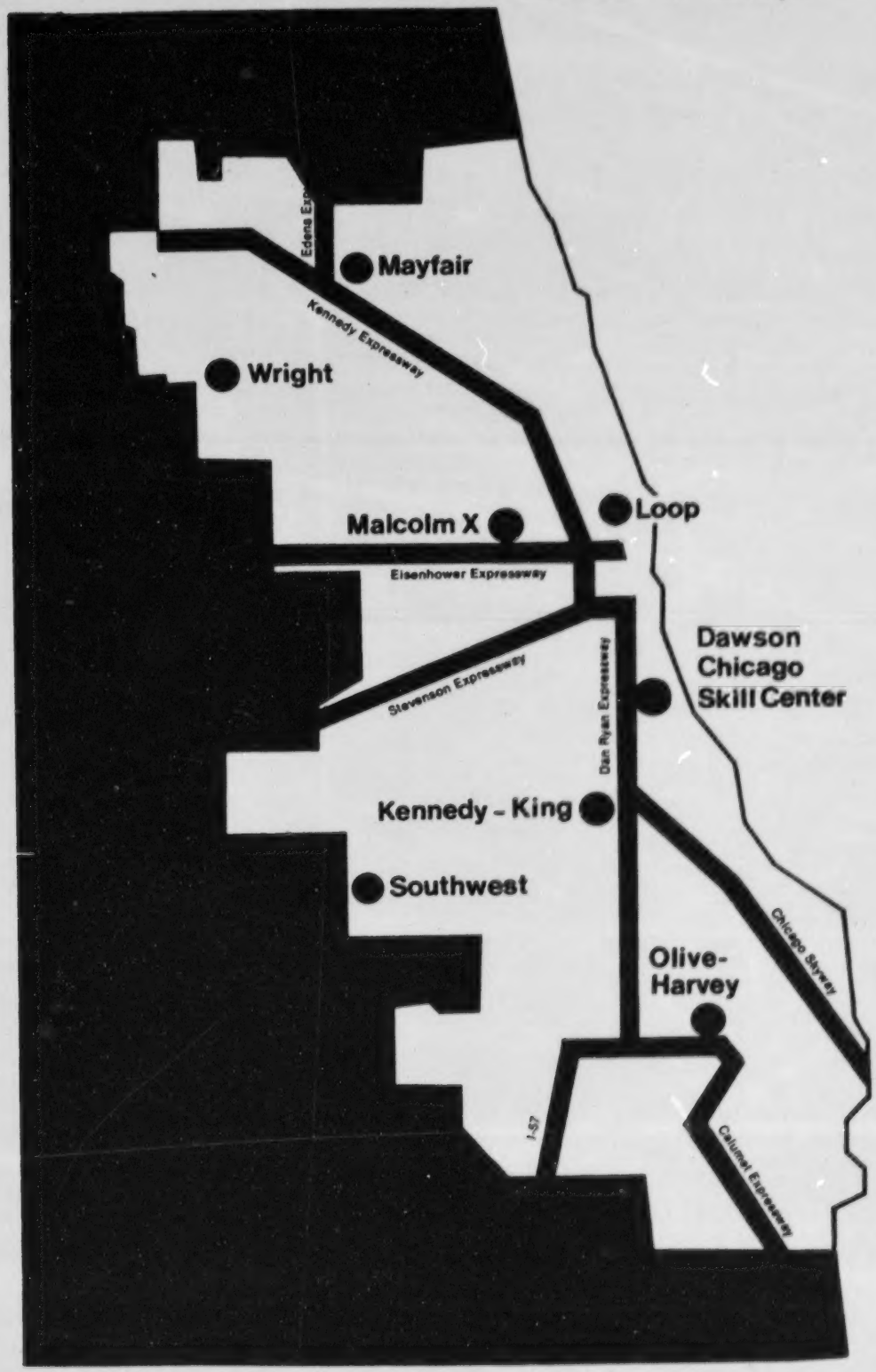
A New College for the City's North Side

The need for a new college on Chicago's north side became unmistakably clear in 1969 when the oversized enrollments at Wright College grew even larger. Neither Amundsen, sharing quarters with a high school and open only in the evening, nor Mayfair, a small former elementary school with classrooms so inadequately lighted as to be usable only during the day, could be expanded. If the city's north-side communities were to be served, a new campus had to be built to replace the unsatisfactory Amundsen and Mayfair facilities.

Land acquisition, unfortunately, proved extremely difficult and proceeded at a snail's pace. One vacant site after another proved unobtainable. After lengthy and difficult negotiation, a decision was made to purchase land for the new college at Wilson and Racine Avenues in the densely populated Uptown area. The Board of Trustees, the Uptown Model Cities, the City's Department of Urban Renewal and Planning Commission, and the City Council agreed that an innovative community college in Uptown could help revive one of the city's most depressed areas. Land clearance moved ahead; groundbreaking was started in March 1974; and occupancy is scheduled for early 1976. When

Map 1.

LOCATIONS OF THE EIGHT CITY COLLEGES OF CHICAGO



completed, the college will contain a gross area of about 430,000 square feet. Total expenditures for the first phase will be approximately 16.6 million dollars.

A New "Downtown" Community College

Ever since it was organized and opened to students in an incredibly short time (just the summer of 1962), the story of Loop College has been one of remarkable growth. New programs, many of them in occupational and career areas, have been springing-up every term; older well-established ones have continued to flourish. Enrollments have mounted steadily; the Loop College can now claim a student body of more than 10,000. A dedicated faculty and motivated students have made this possible.

All of this has taken place in a high-rise office building at 64 East Lake Street, a building which previously had served adequately for university classes but which was totally unsuited for comprehensive college uses. Extensive electrical alterations, for example, had to be made before science and language laboratories could be installed; the elevators, which students required to move from class to class, needed to be automated.

Today, enrollments are such that classroom and laboratory space is at a premium--day and evening on weekdays and Saturdays. Further growth is not possible or desirable in this overcrowded and obsolete structure.

A feasibility study, commissioned by the Board of Trustees, underlined the urgent need of Chicago for a versatile high-rise facility in the central business district to replace the present structure. In response, the Board purchased property adjacent

to the present building at 64 East Lake Street. It became obvious when enrollments continued to grow that this site did not lend itself to economically-sound construction.

Therefore, the Board in 1971 authorized the purchase of a cleared parcel of land--one presently used as a parking lot--on the northwest corner formed by Lake Street and Wabash Avenue. In March 1972 the Board approved acquisition of the last segment of the site. The entire parcel consisting of 28,928 square feet was acquired for $2,366,706. The firm of Mies Van der Rohe Associates was engaged to draw plans for a 20-story, 500,000 square feet structure at an estimated cost of $34,000,000. At the time of this writing, the Illinois Capital Development Board has decided to review other potential sites in the Loop along with the site owned by the College Board to determine the most suitable site for the new Loop campus.

The Goal: A Completely New Home

If all goes as planned, every college of the city college system will be housed in its own permanent facilities before 1980. By 1985 Wright College should be replaced by a new northwest-side campus located near or over the Kennedy-Edens Expressway. Guidelines governing the selection of this site will be similar to those governing the selection of all other campus sites: ready access by students and community residents to mass transit systems or the expressways.

Once a new Wright College has been built, a dream will have become a reality: all of the City Colleges of Chicago will be housed in facilities designed and built as part of a community college complex, dedicated to serve the needs of the people of Chicago.

CHAPTER 3

A NEW DAY AND NEW DIRECTIONS: 1966-73

Students, Programs, Faculty

COMMUNITY AND STUDENT NEEDS

The 1964 Illinois Master Plan for Higher Education and the Public Junior College Act of 1965 determined in large measure the direction in which the City Colleges of Chicago had to move if they were to take on a mission much broader in scope than that of the first half-century of their existence. With the mission of the community college accepted by the Board and the city colleges, planning ahead required a knowledge and an understanding of students, program status, and faculty.

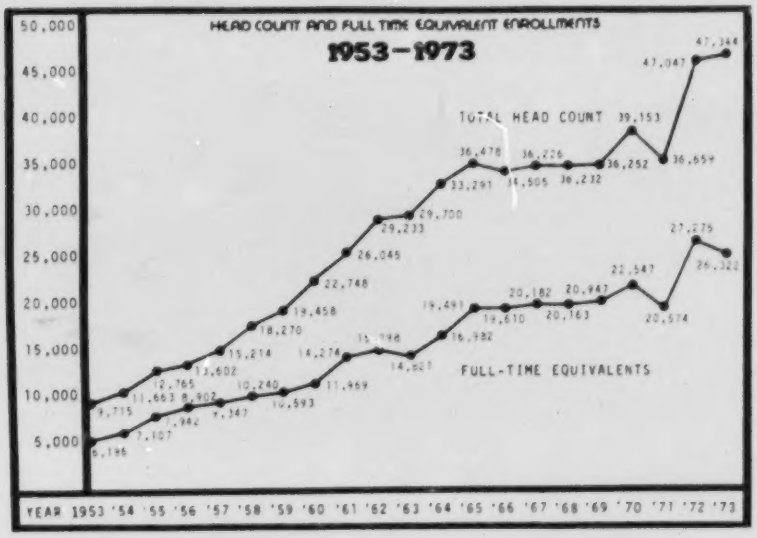
STUDENTS

Enrollments

The fall 1973 registration of 47,344 at the city colleges, exclusive of the Chicago Skill Center, only remained as a record enrollment until the spring 1974 term when 47,769 students registered, an increase of almost 6% over the spring of 1973. Further, the spring 1974 full time equivalent (FTE) enrollment of 26,816 was 500 FTE students greater than the FTE in spring 1973. The dramatic growth of enrollment in the city colleges since 1953 is shown in the following chart. This growth parallels that shown by Illinois Public Senior Colleges (Appendix, p. 172).

Chart 2.

HEADCOUNT AND FULL TIME EQUIVALENT ENROLLMENTS
CITY COLLEGES OF CHICAGO
FALL SEMESTER
1953-1973



Of the fall 1973 enrollment, almost 65% represented part-time student enrollments; 36% were full time. Of the 30,100 part-time students, 22,200 attended evening classes--proof enough that the city colleges are offering higher education opportunities to many citizens, both young and mature, who are employed full time. Thousands of students were also enrolled in noncredit adult education courses and in the Dawson Skill Center. Although two-thirds of the students of the city colleges attend part-time, it is significant that the full time students have been forming a growing part of the total since 1962 when they made up only 20% of the enrollment.

A 1973 State survey (Appendix, p. 165) showed the City

Colleges of Chicago enrolling 23% of the 240,615 students enrolled in Illinois community colleges. Put another way, approximately one in every seven Illinois college students is now enrolled in the City Colleges of Chicago.

It is always gratifying to report growth in enrollment. With the exception of adult education programs under the Chicago Skill Center, however, much of the recent increase in enrollment results from an expanding of physical facilities. While this is desirable, often it has meant more of the same kinds of programs are offered to more of the same kinds of students. The administratrators of the colleges must not forget that the official philosophy of the City Colleges of Chicago pledges them to the active recruitment of adults who are undereducated, disadvantaged, and impoverished. The real task ahead is to identify and reach-out to groups not previously served.

The city college student does not conform to a type as does the undergraduate on many university campuses. Rather, the student body of the City Colleges of Chicago suggests a cross-section of the city's population. Furthermore, the enrollment of each of the colleges has distinctive characteristics.

Median Age and Sex

As already indicated, the student body of the city colleges contains a cross-section of the general population. The median age is now 22.3 years, with about 60% of the student body 21 years of age or older. Freshmen (33,872) outnumbered sophomores (9,418) by more than 3 to 1 in the city colleges in fall 1973; this, also, is the general picture in the community colleges in

the State. Part-time students in the city colleges and in all of the Illinois public community colleges in fall, 1973 constituted approximately 60% of the total student body. The proportion of male to female enrollments tends to remain constant within the full time and part-time student bodies, with 62% of the full time enrollment, male and 38%, female; and with 28% of the part-time enrollment, male and 52%, female.

Racial Composition

The racial composition of the student body of the city colleges was described in detail for the first time in 1968. The survey was repeated in 1970 and in 1973. The recent 1973 survey showed that the student body consisted of 43.5% White or Caucasian; 47.7% Black; 3.9% Spanish-American; 1.2% Oriental-American; and 3.9% others. Chicago contains one of the country's largest urban-Indian settlements in its Uptown area. A top priority for the new college on the northeast side will be to attract White Appalachian and Spanish-speaking American students.

Enrollments of Blacks are concentrated at Malcolm X, Kennedy-King, and Olive-Harvey colleges. (Only the Loop College, located in the nonresidential central business district, shows a cross-section of the city-wide population.) The city colleges have as many Black students as all the other colleges in the State combined (Appendix, p. 166). Malcolm X and Kennedy-King colleges rank among the colleges with the largest Black enrollments in the country. The overall picture of city college enrollments still reflects the city's housing pattern of segregation. In the years ahead, efforts must be made--despite the possible

persistence of segregated neighborhoods and communities--to have racially and ethnically integrated colleges.

Freshman American College Testing Scores

About 80% of the student body comes to the city colleges from Chicago public high schools. A large city's high schools vary greatly in racial, ethnic, and socio-economic makeup and in student academic achievement. As an open-door institution, often the only college with its doors open to them, the city colleges enroll large numbers of students whose achievement as measured by standardized entrance tests is so low as to be predictive of failure. The tables which follow confirm this observation in the comparisons of the average (mean) scores of freshmen on the American College Test (ACT) in Illinois universities and community colleges, City Colleges of Chicago, and other universities in the United States.

Table 5.

ACT SCORES FOR FRESHMEN

CITY COLLEGES OF CHICAGO AND NATIONAL, 1967-1971 AND 1973, AND ILLINOIS PUBLIC COMMUNITY COLLEGES, AND UNIVERSITY OF ILLINOIS, 1971

Year	N	English		Math		Soc.Sci.		Nat.Sci.		Composite		Nat.	IPCC	Univ. of Illinois
		M	S.D.	M	S.D.	M	S.D.	M	S.D.	M	S.D.	M	M	M
1967	4765	15.8	5.1	14.6	6.1	16.7	6.4	16.9	5.7	16.1	4.7	20.1		
1968	3735	14.9	5.2	13.3	6.0	15.6	6.5	15.7	6.0	15.0	4.8	19.7		
1969	3110	16.5	4.8	15.6	5.8	17.3	6.3	17.3	5.5	16.8	4.4	19.4		
1970	3419	16.3	5.0	16.1	5.4	17.0	6.2	17.4	5.2	16.8	4.3	19.8		
1971	3004	15.2	5.7	15.2	6.0	15.8	7.0	17.1	5.5	16.0	5.0	20.1	18.3	20.8
1973	2218	14.6	5.2	13.8	5.6	14.1	6.8	16.4	5.3	14.8	4.6	20.2		

M = Mean S.D. = Standard Deviation N = Sample Size of City Colleges

Only one-quarter of the city college students score on the ACT entrance test at levels that place them at or above the mid-point of scores made by their counterparts entering four-year colleges and universities.

Students from Chicago public high schools in which Black youths constitute total enrollments or a very large percentage, tend to score relatively low on standardized tests. Students from high schools with predominantly White enrollments tend to rank higher although they still fall into the lower half of the nation's high school graduates. It is distressing, but true, that while mean ACT scores made by university and public community college freshmen have been rising nationwide and statewide during the past three years, they have been declining within the city colleges.

In addition, it must be emphasized that not all full time freshmen take ACT tests. In 1973 more than 2,000 were tested; of these 86% were enrolled in four of the seven colleges--Wright, Mayfair, Southwest, and Loop. The first three are predominantly White in enrollment. Even with this sample, in 1973 some 85% of the national group scored above the city college mean of 14.8. Furthermore, in 1971, only 14% of the city college group surpassed the national ACT mean score of 20.1.

Socio-Economic Background

Data about the income of the families of students of the city colleges are based upon student self-report information. There can be no question that the city colleges offer the sole opportunity for higher education to thousands and thousands of

young and older adults from impoverished and working class homes. The best single source of socio-economic information is student response to items on registration forms. On the basis of this information:

about 41% of the full time students live in families with incomes below $6,000 per year:

25% in families with incomes between $6,000 and $9,000;

19% in families with incomes between $9,000 and $12,000;

and 15% in families with income over $12,000.

Of part-time students, 41% come from families with yearly earnings below $6,000. Many part-time students indicate that they must work in order to attend college. The average family income at each college varies markedly from the citywide college average.

Retention

In view of what has been noted above about the abilities of community college students, it will come as no surprise that many students who enroll in the city colleges do not complete two-year programs. Many transfer to four-year colleges and universities before they complete the Associate in Arts (A.A.) or Associate in Applied Science (A.A.S.) degrees; others find satisfactory employment and leave school. But a large number, too many, run into trouble because they attempt to combine too much classroom work with too much outside employment. For many, a community college is a proving ground, determining whether or not higher education is for them. As an open-door institution, it especially attracts students from disadvantaged backgrounds whose educational deficiencies, too often, it cannot remediate.

This high "dropout" rate may prove to be the Achilles' heel of the now-flourishing community college movement. The following statement is from a widely discussed 1973 study of the Illinois Public Community College System conducted by Mark Chadwin and other staff members of the Illinois Economic and Fiscal Commission. Even though the statement refers only to students enrolled in university-transfer curricula, it should serve as a "straw in the wind" for community college administrators:

> It seems clear that despite the qualifications that must be made in comparing the retention rate of the two systems, the junior college system is much less successful than the university system in retaining baccalaureate-oriented students between the first and second years. (The Illinois Public Junior College System, p.1)

The plain fact is that most community colleges at present are one-year institutions for a large number of students.

It does not follow, however, that the community college must be judged solely on the basis of the number of students who complete a two-year program; rather, it can and should be thought of as an institution with various levels at which students can "step out." Only recently in this respect, have the students of the City Colleges of Chicago been offered some choice. For too long, curricula were so narrow in scope and so closely tied to traditional university studies that they held little interest, or posed insurmountable problems, for students seeking occupational and career training. The challenge is clear: community colleges, in general, and the City Colleges of Chicago, in particular, must prove that they can reach-out to better the lives of both the academically unpromising who leave high school

early and those who return to school after time spent in the labor market or the military forces.

Curriculum Choice

Within the past few years a noticeable swing in student curriculum choice from university-transfer to career and vocational studies has been noted. More first time registrants are enrolling in occupational programs which are available for periods of one semester to two years.

In fall 1973, forty percent of the students of the city colleges were enrolled in employment-oriented programs, with another 45% in curricula leading to the bachelor's degree. The remaining 15% had not as yet settled on specific curricula. Of great significance to city college counselors is the 15% in the undecided group. Intensive counseling efforts directed at members of this group could change the balance from preuniversity to career-oriented curricula. Unfortunately, the city colleges cannot count counseling services among their strong points. For that matter, inadequate counseling is a weakness of all Illinois community colleges, according to the 1973 Chadwin study of the community college system. The solution is not merely the employment of more counselors who possess at least a master's degree. What is needed is the development of counseling teams, in which the professional counselor will coordinate and supervise paraprofessional counselor aides. Moreover, some counselors should be generalists, while others should be specialists in occupational guidance and placement and in personal counseling. The city colleges should develop programs designed to train the

paraprofessionals.

The Graduate

Several follow-up studies have been made of graduates of the City Colleges of Chicago; the most recent was in 1972 when one-third of that year's 2,374 graduates were surveyed. The results give the administrators of the city colleges cause both to congratulate themselves and to look quizzically at how well they are achieving announced goals. Among the encouraging findings is the fact that 86% of the graduates of the city colleges who transferred to senior colleges, mostly public universities, were continuing their studies in the same or related fields. This finding stands out in sharp contrast to conclusions of the Chadwin Report which states that few Illinois community college graduates ever complete baccalaureate programs and that many of those who were enrolled in two-year college transfer programs should never have been admitted to them in the first place. Contrary to these findings and again encouraging, there is evidence (Appendix, p. 177) that 60% of the transfer students of the City Colleges of Chicago earned their baccalaureate degrees over a period of five years, with approximately one-half of these students completing the baccalaureate within two and one-half years after transfer.

Less encouraging, in the present transitional period in the history of the city colleges, when practically the entire curriculum has been linked to career training, is the record of the graduates in the sample who were enrolled in occupational programs. What gives administrators of the city colleges reason

for serious concern is the fact that only 23% of the group surveyed were graduated from occupational programs; this is only a slight rise above the 21% figure when the graduates of 1965 were surveyed.

Another conclusion of the city colleges' 1972 graduate survey, which should cause their administrators to cast a critical eye at counseling services and occupational programs, is the fact that 51% of the 1972 graduates of occupational programs were not employed in jobs related to their curricula. Moreover, 32% reported that their city college programs did not equip them with usable on-the-job skills. The conclusion expressed in one of the study's concluding paragraphs is inescapable:

> The fact that about one-half of these working graduates stated that they were working on jobs for which their city colleges' program choice did not prepare them, and also the fact that about one-third of the graduates did not feel that they were given specific skills usable in their work indicates a need for improved counseling with respect to program selection and job placement.

The fact that the Chadwin Report lists inadequate or non-existent placement services as a weakness of most of the State's community colleges is cold comfort.

PROGRAMS

Toward a Comprehensive Curriculum

As a Class I community college, defined by the Illinois Public Community College Act (earlier known as the Illinois Public Junior College Act), the city colleges must offer their students a "comprehensive" curriculum comprised of university-parallel, occupational, remedial, and adult education programs.

In a 1967 resolution endorsing the goals of the 1964 Illinois Master Plan for Higher Education and the 1965 Illinois Public Junior College Act, and reaffirming the long established open-door admission policy, the Board of Trustees stated unequivocally that the City Colleges of Chicago will present a range of programs matching the interests and abilities of both young and old, and will

1. Provide at least two years of college work in a large number of individual programs which are transferable to four-year colleges or universities

2. Provide occupational training both before and after employment for students whose short-range goal is to qualify for entry positions in business, industry, public service, and other service occupations, or upgrade and update current employment skills

3. Provide opportunities for personal growth and development; and will

4. Provide education and training for citizenship responsibilities in a democratic society.

The Board also directed the college administrative staff and faculty to design special programs for undereducated youth and adults to help them overcome the disadvantage of inadequate academic preparation.

Toward these programs, much has been accomplished.

Directions

The problem of how to supply an education that really prepares for life is not a new one, nor does it lend itself to an easy solution in a democratic society. Henry David Thoreau reduced the problem to its bare essentials when he urged in Walden that students "should not play life, or study it merely...

but earnestly live it..." He asks a question which might well guide the city colleges' curriculum planners:

> Which would have advanced the most at the end of a month,--the boy who had made his own jackknife which he had dug and smelted, reading as much as would be necessary for this--or the boy who had attended lectures on metallurgy at the Institute in the meanwhile, and had received a . . . penknife from his father? Which would be most likely to cut his fingers?

University-parallel studies and occupational programs. For a long time, education and training which prepared the student for immediate employment was shunted off to a vocational high school or a trade school, institutions seen as low in the educational hierarchy. Only recently has national attention been focused on the thousands of graduates not only of high schools but also of universities whose lack of occupational skills makes them virtually unemployable in today's labor market. There is an increasing national concern with the rate of college and university attendance--not that not too few people register, but that too many enrolled on four-year campuses find little or nothing of practical value to attend.

It is estimated that by 1980 there will be 100 million people working compared to 87 million now. The preponderance of the new jobs created will call for vocational training prior to employment. It should be noted that the prediction of another 13 million jobs by 1980 rests on the assumption that hundreds of thousands of Americans, young and old, will receive the kind of training they will need to become employable. Much of the training must come from vocational and technical high schools

and junior colleges.

Before 1966 when the city colleges acquired independent legal existence, most of their curricula were university-parallel. Since then, however, occupational curricula have grown steadily in both scope and variety. University-parallel transfer studies, although an important component of a comprehensive curriculum, no longer stand at the summit of curricula.

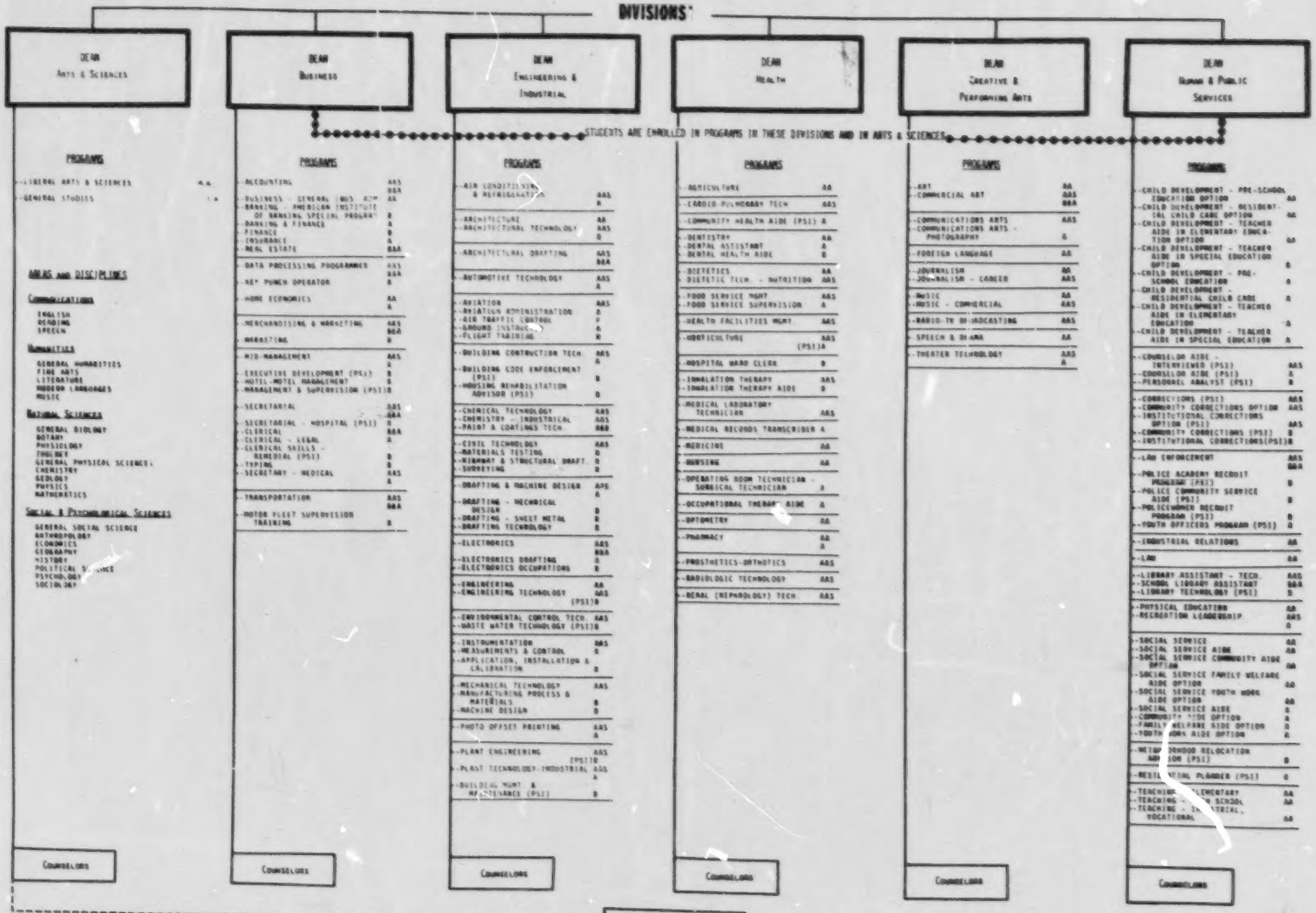
Curricular emphasis has been shifting slowly but surely since the end of World War II. Inevitably, the shift has troubled some faculty members trained in the traditional, academic disciplines. Discussions about what proportion of the total curriculum should be technical-occupational and about how technical-occupational instruction can be incorporated into the total college program have been continuous and wholesome.

Change as a result of faculty deliberation, however, has been slow. It has been the mandate of the Public Community College Act as well as that of the State Master Plan which has accelerated curricular reorganization within the last six or seven years. Although still far from attainment, the present picture of 212 programs, as is shown on the chart which follows, is a step in the right direction - a program for everyone and for every interest.

It is neither alarmist nor melodramatic to assert that the community college may flounder unless its occupational programs lead to satisfying employment that a trainee, otherwise, might not have found. There is reason to believe that if the community colleges do not deliver on the promise of occupational and career training, they may be displaced by proprietary

Chart 4.

PROGRAMS BY DIVISIONS
City Colleges of Chicago



*DIVISIONS - THE NUMBER OF DIVISIONS AND PROGRAMS MAY VARY FROM THE 7 COLLEGES DEPENDING UPON THEIR SPECIALTIES

DEGREES & DIPLOMAS
AA -- ASSOCIATE IN ARTS DEGREE, 60+ SEMESTER CREDIT HOURS
AAS - ASSOCIATE IN APPLIED SCIENCE DEGREE, 60+ SEMESTER CREDIT HOURS
AAA -- DIPLOMA IN ARTS, 60+ SEMESTER CREDIT HOURS
AAS -- DIPLOMA IN APPLIED SCIENCE, 60+ SEMESTER CREDIT HOURS

CERTIFICATES
A -- VOCATIONAL, 30-59 SEMESTER CREDIT HOURS
B -- BASIC, 9-29 SEMESTER CREDIT HOURS INCLUSIVE
C -- OCCUPATIONAL 1-8 SEMESTER CREDIT HOURS INCLUSIVE
PSI - PUBLIC SERVICE INSTITUTE PROGRAM, OFFERED AT LAWN COLLEGE FOR SPECIAL GROUPS OF GOVERNMENT EMPLOYEES

schools which do hold their students and do find them jobs. A 1970 report by the Educational Policy and Research Center at Syracuse University shows that there is an increasing tendency for those who desire training in a variety of skills or in career programs to attend proprietary schools rather than community colleges.

The striking expansion of occupational programs since 1966 is a big step toward the goal of the City Colleges of Chicago becoming truly comprehensive community colleges. But the key step in occupational programs will not have been taken until graduates of occupational programs have reasonable assurance that they will find employment in the fields in which they have been trained.

Adult and continuing education. Serving a community's total educational need means including programs which offer a rich fare of informal adult instruction. The Public Community College Act recognizes this and calls for programs of adult education in all community colleges in Illinois. At present, almost all of the city colleges can claim thriving programs of adult education. These programs include the full range of typical adult education offerings but are not limited to these. Many adult basic education programs are offered which are designed to teach literacy and everyday coping skills. A good example is the Adult Learning Skills Program (formerly called the Americanization and Urbanization Program) of the Chicago Skill Center which provides about 26,000 adults with instruction in basic skills in 250 locations spread throughout the city. Included, also, are

evening programs in 17 public high school buildings.

Adult education courses are listed under the "General Studies" heading in the official college program directory and are funded on a credit hour basis by the State and at the same rate as the regular credit program. The State's funding procedures, however, tend to inhibit imaginative departures and discourage leisure time activities. Avocational and hobby courses, if offered, must be supported in their entirety by student fees. Given the present and expected life expectancy and the movement toward shorter workweeks, such courses are becoming more and more valuable. Will the State recognize this fact?

Community and public services. A community college's program is usually thought to consist of courses on a credit or noncredit basis. In recent years, however, a community college increasingly has been seen as an integral part of the life of the community, and, accordingly, involvement in community affairs and problems has become a requirement. Community and public services include such outreach activities as consulting, analyzing community needs, counseling, and referral and other related services which are community-improvement oriented.

Recently the State officially recognized community and public services as a program function of the community colleges when for the first time, in FY-73, the State legislature provided $750,000 annually for community and public services for community colleges.

Without this support, the city colleges could not supply

badly needed educational services to such segments of the Chicago community as Spanish-speaking Americans, American Indians, and White Appalachians. These funds for community and public services are awarded on the merit of proposals submitted to the Illinois Community College Board and the Illinois Board of Higher Education. In FY-74, the city colleges had twelve such community service programs (discussed later in this report) approved and funded by the State in the amount of approximately $400,000.

Achievements: Selected Programs, 1966-73

Expanded occupational programs

The table below shows how greatly occupational education has grown on the campuses of the City Colleges of Chicago within five years.

TABLE 6.

OCCUPATIONAL PROGRAMS AND CLASSES
1966-67 and 1971-72

	1966-67	1972-73
Number of Occupational Programs	16	163
Number of Occupational Classes	213	2,659

These sharp increases in occupational programs and classes have not been accompanied by sufficient funding increases from the Illinois Board of Vocational Education and Rehabilitation. This is the agency authorized to dispense money provided under provisions of the Federal Vocational Act of 1963. Total Federal-State reimbursement increased fourfold during the years covered

by the table above, while programs and classes increased ten-fold.

In 1973 a total of 3,384 students completed occupational programs: 1,082 received associate degrees, and 2,302 received certificates for completing sequences of one year or less. In that year, 36% of the students of all community colleges in Illinois were enrolled in occupational programs while in the same year, 40% of all students in the city colleges were enrolled in occupational programs (Appendix, p. 167).

City-wide services

Public Service Institute. One notable instructional development came with the establishment of the Public Service Institute (PSI) in spring 1967. The PSI, which operates under the auspices and administrative control of Loop College, began with 27 experimental courses which were designed to improve the skills of employees in municipal agencies and departments. Employees who enrolled were granted release from their regular duties to attend classes for 16 weeks. By the fall of 1967, in response to need, the Institute's programs had grown to include similar cooperative projects with county, State, and Federal agencies.

The Public Service Institute serves a dual purpose: first, to encourage students to enter public service careers; and second, to improve the qualifications and performance of government workers by supplying in-service training opportunities. The quality of the Institute's programming has been recognized in several, official State of Illinois reports. In 1969 the City Colleges of Chicago were cited as the best of the State's

higher education institutions providing urban services. Certainly the efforts of the Public Service Institute contributed importantly to the earning of the citation. Partly as a result of an insistent public demand for more and improved government service, the Institute's enrollment jumped from 558 students in early 1967 to more than 2,000 as of 1974.

Students range from high school dropouts to high level administrators. Every Chicago Police Department recruit is now required to take Public Service Institute courses in Behavioral Science and Applied Psychology. Without doubt, the Institute maintains the largest and most extensive police education program in the State. Courses range from Environmental Control to Safety Technology. To serve the purposes of the enrollees and the Institute best, admission to more of these courses is open only to personnel of those government and municipal agencies for whom the studies are pertinent.

Public Service Institute programs are supported in part by Federal, State, and local governmental grants. In the 1971-74 school year these grants amounted to about $400,000.

Human Services Institute. Another cluster of programs addressed to an important community need is presented by the Human Services Institute, established at Wilson College (now Kennedy-King) in 1968. The Institute grew out of the Child Development curriculum offered in the Social Science Department and spread to several other of the city college campuses. The program now is organized as an institute and is coordinated by a director at the central administration level. Human services

courses are available at Loop, Malcolm X, and Mayfair colleges as well as at Kennedy-King.

Although primary course emphasis is still on Child Development, the present nationwide interest in early Childhood Education has prompted course offerings in related Human Services areas. Curricula have already been established in Pre-School Education, Residential Child Care, Teacher Aide Education, and Social Service Aide Education. Other programs are under development.

Most Human Services Institute instruction is carried on in conventional college level courses which lead to one-year certificates or the two-year Associate in Arts Degree. Through special funding, however, the Institute has been able to develop and conduct a number of noteworthy programs which were designed for specific community needs.

One function of the Institute, rapidly growing in importance, is to serve as a resource agency for community groups, assisting them as they establish Day Care Centers and organize Child Development Centers. In addition, Institute faculty members frequently present in-service courses to the staff of Child Care Centers.

About 2,500 students enroll in Institute programs in both fall and spring semesters. The full time faculty now numbers 22. Federal and State grants to the Institute amount to approximately $177,000.

Chicago Skill Center. Mention has already been made of the joint efforts of the Mayor's Committee for Economic and Cultural

Development, the Public Building Commission, and the City Colleges of Chicago in securing the Federal funds required to construct the (recently dedicated) William L. Dawson Chicago Skill Center for unemployed, undereducated, and undertrained adults. The center had its beginnings in September 1969, when the Board of Trustees entered into an agreement with the Thiokol Chemical Corporation whereby the latter operated a temporary training center for the City Colleges of Chicago in the city's near south side. The Federal Manpower Development Training Administration (MDTA) supplied $1,577,660 to be used as an operating budget. The temporary center opened its doors on November 1, 1970.

The first milestone in the progress of the new center was reached in 1971, when the members of the first graduating class of 85 trainees had completed training in Clerical Skills and Drafting. Of special importance is the fact that 54 of these graduates, more than 60%, were placed in jobs or admitted to advanced-training programs.

Programs were organized in Stenography, Bookkeeping, Basic Literacy, and English as a Second Language. In August 1971, when a second temporary location was opened on the city's far south side, programs in Welding and Machine trades were introduced. By then the total number of trainees in skill center programs had increased to over three hundred.

After the first full year of operation, the City Colleges of Chicago applied to appropriate authorities to have the center designated an official MDTA center. This action had

been recommended earlier in the comprehensive plan for the Chicago Skill Center which had been submitted to the Chicago Manpower Area Planning Council, the State of Illinois Board of Vocational Education and Rehabilitation, and the State's Cooperative Area Manpower Planning System. The plan also recommended that a separate college administrative unit be established to administer the Chicago Skill Center. The Board of Trustees of the City Colleges of Chicago terminated its contract with Thiokol Chemical Corporation effective April 21, 1972. The Chancellor thereupon recommended and the Board approved the appointment of an Executive Director to direct all skill center activities.

One result of bringing the skill center under direct control of the city colleges has been to channel some trainees who finish at the skill center into on-campus instructional programs. Thus students who are capable of mastering skills more complex than those required for entry-level employment are encouraged to continue their training.

Since the skill center is an appropriate place in which adult basic education activities can be centered, it has absorbed the former Urban Skills Academy operated by the city colleges. The skills program is financed by the Office of the Superintendent of Public Instruction and offers basic literacy instruction at eleven locations throughout the city.

The skill center took on another valuable public service in February 1972, when the City Colleges of Chicago agreed to operate the Americanization-Urbanization Program which the

Chicago Board of Education had to relinquish for reasons of economy. As its name implies, this program prepares citizens for earning high school diplomas through the General Education Development (GED) examination and offers instruction in English as a Second Language (ESL). It also helps aliens to prepare for naturalization. Classes are conducted in 250 facilities, including settlement homes, factories, libraries, and churches. Annual enrollments reach nearly 10,000.

The willingness to accept responsibility for this valuable program, when it had to be dropped by the Chicago Public Schools, does credit to the Board of Trustees of the city colleges as well as to several State agencies. The Office of the State Superintendent of Public Instruction and the Illinois Community College Board now supply the funds to underwrite instructional costs. Owners of facilities in which instruction had been carried on before the program was transferred to the city colleges generously continue to donate space. Thus, the Chicago Skill Center is able to offer this Americanization-Urbanization instruction without imposing additional costs on the Junior College District or requiring any of the Board's educational tax funds.

The Dawson Skill Center, a unit in which marketable skills are taught at the job entry level, is perhaps the only such unit that can claim great success in placing its trainees. The Chicago Tribune's Mid-America Job Guide of January 28, 1973, reported that during "a recent sample period, the Skill Center placed 74.4% of all people referred to it, and 100% of those

who completed courses." This should be compared to the figures, also reported in the supplement, that the Federal Manpower Development Training progeam, which funds most of the Skill Center's training activities, "nationally is finding jobs for barely one-third of its trainees."

Teaching and learning directions

The Learning Resources Laboratory. TV College has attracted international attention throughout its sixteen-year history. During that period, the city colleges and their extension, TV College, have undergone many changes in response to changes in the needs of both the students and the community.

The success of TV College in consistently realizing its original objective year-after-year has led, paradoxically, to a thorough reappraisal of its aims and functions in the expanding mission of the city colleges. Acting upon the recommendations of a team of outside consultants in February 1972, the Chancellor sought and received the approval of the Board of Trustees for an instructional service to be called the Learning Resources Laboratory (LRL) of the City Colleges of Chicago. This new unit was to absorb TV College as well as to provide other services to encourage instructional innovation on campus.

The Illinois Community College Board and the Illinois Board of Higher Education have awarded modest grants to help the city college planners draw up a set of educational specifications. As it develops, the Learning Resources Laboratory will put at the disposal of the faculties of the city colleges, the skills of experts in instructional design, communications theory, and

audiovisual instruction. The LRL will house a full range of multi-media services including film, television, and computer-assisted instruction.

The purpose of the Learning Resources Laboratory is twofold: first, to encourage the faculties of the city colleges to plan and develop programs of instruction adapted to the wide ranging needs and capacities of students in an open-door urban community college; and second, to employ in an imaginative way the resources of modern instructional technology in furthering the goals of the City Colleges of Chicago.

TV College. The contribution of TV College in relation to the purposes of the city colleges has been outstanding. Adult education and community services have been expanded; vocational-technical programs have increased. The number of disadvantaged students living in the city who are in need of effective supportive services and who have been served by TV College has grown many times over.

To date, more than 150,000 students have successfully completed television courses. Thousands of adults who have initiated their studies as TV College homeviewers have transferred to a city college campus or to other colleges and universities with no difficulty. Thousands have used televised courses as stepping stones to careers in teaching, business, and other fields.

More than eighty different credit courses have been presented in addition to a number of noncredit adult education courses and Federally or State funded special programs. TV College recorded courses have been and currently are being used

by colleges and educational television services all over the country as well as by Armed Forces Education Services overseas. The founders of England's renowned "Open University" acknowledge TV College as a model used in developing their institution. Moreover, UNESCO used the TV College model for developing a program in Poland.

The potential of the contribution of TV College to the twofold purpose of the Learning Resources Laboratory can not be overstated.

Plato: computer-assisted instruction. Toward becoming a full scale multi-media and an instructional research and evaluation unit, the Learning Resources Laboratory recruited a small group of teachers drawn from several academic areas and placed them on detached service at the University of Illinois in Champaign-Urbana. This group will write programs for Programmed Logic Automatic Teaching Operation (PLATO IV), a computer-assisted instructional program developed over the last twelve years by the University of Illinois with the financial support of the National Science Foundation. A contract between the City Colleges of Chicago and the University of Illinois calls for the university to install a total of 84 especially-designed computer carrels on several city college campuses. Students will use these carrels to work through computerized instructional programs, either as class assignments or for self-instructional purposes. By fall 1974 the 84 carrels will have been installed and be in operation at Malcolm X, Kennedy-King, and Wright colleges, and at the Dawson Skill Center.

Without doubt, PLATO IV will be of invaluable assistance in individualizing instruction, a crucial matter in an open admissions college and a crucial matter in equalizing educational opportunities. The teacher, the computer, and the student interact as members of a team. The teacher designs the instructional material; the computer presents it to the student in controlled stages; and the student engages in lively give-and-take with the computer as it monitors and evaluates his performance. Working at his own pace, the student can be held to mastery of the material. The teacher can easily revise computer material to update or improve instruction. PLATO IV can free the teacher from group instruction and thus permit one-to-one and small group work with students.

Extramural programs. All extramural programs of the city colleges--including the off-duty career and college preparatory programs maintained for military personnel overseas, the College Acceleration Program (CAP) conducted in Chicago high schools, and the College Exemption Testing Program--now fall under the umbrella of the Learning Resources Laboratory.

The Overseas Program conducted by contract with the United States Air Force and Army in Europe is now in its fourth year, and enrolls approximately 3,000 servicemen and servicewomen. Sequences leading to Basic and Advanced Certificates are offered in Data Processing, Real Estate, and Mid-Management. Noncredit courses in Remedial English and Mathematics are presented under provisions of the Predischarge Education Program (PREP). This is a Veterans' Administration educational program devised for

servicemen who are not high school graduates or who are in need of remedial or refresher courses in English or Mathematics to prepare them for postsecondary education or training.

The Overseas Program--in operation on bases in Belgium, England, Germany, Greece, Holland, Italy, Spain, and Turkey--is entirely self-supporting and operated at no cost to the City Colleges of Chicago. Students pay tuition out-of-pocket or take advantage of special, military, tuition-support programs and Veterans Administration benefits to which they are entitled. The City Colleges of Chicago employ a full time director, resident in Europe, who coordinates and plans programs and serves as liaison with military education officers. Qualified teachers are recruited on or near military bases.

In 1970 the Advanced Placement Program for Chicago public and gpt parochial high school students, administered originally by the, then, Fenger branch of the city colleges, was transferred to TV College and reorganized as a special project called the College Acceleration Program (CAP). Members of the staff of the city colleges present college courses to classes of gifted seniors in Chicago high schools. The students are awarded college credit. They also are encouraged to take college-level exemption tests during the spring preceding their senior year or in early fall of their senior year.

Some 1500 students enroll in CAP classes each semester. The program is self-sufficient. As of February 1972, this program became part of the Learning Resources Laboratory.

Credit-by-examination, exemption testing, is not a new

project in Chicago's community colleges. As long ago as the late 1930s an exemption testing program was introduced for students of special ability and experience. Neither course exemption nor credit-by-examination was common, however, and both encountered considerable faculty opposition. Not until 1967, at the Third Annual City Colleges of Chicago Faculty Conference, did faculty and administrative staff approve renewed efforts to establish an active, exemption testing program for credit. The widely publicized College Level Examination Program (CLEP) of the College Entrance Examination Board brought favorable action from faculty members. Impressed by results of a trial administration of CLEP to a select group of 144 freshmen in September 1970, the Faculty Council of the City Colleges of Chicago recommended that the testing program be opened to all interested students.

CLEP examinations, intended to measure knowledge acquired through nontraditional means as well as through formal study, are constructed to measure the basic core elements common to courses of study at a variety of colleges and universities. The General Examinations consist of four tests--English Composition, Humanities, Natural Sciences, and Social Sciences-History. These examinations measure the knowledge and understandings expected of a student who has successfully satisfied his General Education requirements. A student is awarded six hours of college credit for each examination passed.

By March 1974 more than 4,300 students had taken CLEP examinations and earned more than 47,000 credit hours. More

than 50% of the students passed more than one test, with 409 earning credit in four of the tests (Appendix, p. 168). Successful students will be able to shorten their time spent in college study--especially those who can combine credit earned in the College Acceleration Program (CAP) with credit earned in CLEP. Students who enter a city college after earning six credit hours through CAP and 24 through CLEP may achieve the A. A. Degree in one year and the bachelor's degree in three. As of this date the city colleges have granted 75% of all CLEP credit hours awarded by junior colleges in the State.

In January 1971 an Exemption Testing Program Coordinating Council, consisting of college staff members appointed by campus presidents and the staff of the city colleges Office of Instructional Services, was created. The Council's announced purpose is to make CLEP testing a part of a broader exemption testing program which will include credit for life and work experiences on the basis of examinations.

The community college's obligation to supply a range of adult and continuing education programs to a population showing wide differences in academic preparation, native ability, and socio-economic background makes flexible patterns of instruction imperative. Everyone recognizes that learning takes place outside traditional classroom settings as well as in them. But few institutions display a real inclination to reward non-traditional learning by translating it into the coinage of academic exemption and accrediting. Exemption testing activities since February 1972 have been coordinated through the Learning

Resources Laboratory of the city colleges.

Specially funded programs

The number and amounts of specially funded programs have increased dramatically since the city colleges became independent in 1966. Much of this increase is due to the Board of Trustees and the central staff encouraging college faculty and administrators to search for the funding of needed projects and instructional programs which are beyond the regular resources of the city colleges.

Grant awards, exclusive of student aid grants, have grown from a modest $440,275 in 1967 to over $14.3 million in fiscal year 1974. This total represents 125 separate grants, distributed among the seven colleges, the Dawson Skill Center, and TV College. A sizable amount, $589,552, was awarded to the Dawson Skill Center which enrolls students with special needs. More than 3,000 skill center students in the 1972-73 academic year were enrolled in curricula funded in whole or in part by Federal and State sources. Another large share of the $4,741,648 total received in 1972 was awarded to Kennedy-King, Malcolm X, Loop, and Olive-Harvey colleges. This is a reflection of the keen interest of funding agencies in the programs of colleges enrolling large numbers of disadvantaged students. Specially funded programs offered by the city colleges include such community service programs as: Services for the Handicapped (Learning Resources Laboratory); La Universidad-- the Peoples' College which serves 2,000 Spanish-speaking northeast side residents (Loop College); Parent Involvement in the Arts (Loop

College); Community Resource and Referral Service (Malcolm X College); Career Planning and Placement Center (Olive-Harvey College); Education for the Deaf (Wright College); Heart Disease Prevention Program (Loop College); and Food Cooperative (Loop College).

A Viewpoint

The city colleges' educational planning staff has accepted with certain reservations the oft-repeated view of former Assistant Secretary of Education Sidney Marland that all education is "career education, or should be." Their reservations have stemmed from uncertainty as to what place Secretary Marland would award General Education, or liberal studies, in career training. What educator who accepts the ideals of a democratic society can doubt the wisdom of John Stuart Mill's statement:

> Education makes a man a more intelligent shoemaker, if that be his occupation, but not by teaching him how to make shoes; it does so by the mental exercise it gives and the habits it impresses.

The planners of the city colleges agree that the importance of programs which teach the skills needed to make a living in our technological world cannot be overstated. But they believe it equally important that technicians and tradesmen develop the breadth of mind and critical intelligence needed to make them responsible members of society.

THE FACULTY

Numbers

As already indicated, the teaching staff has expanded

greatly since the city colleges were separated from the Chicago public schools. Between 1966 and 1974, faculty strength grew from 709 to more than 1,300, an increase of 84%. Student enrollments alone do not account for this remarkable growth. Much of it occurred in 1967 as a result of a costly reduction of teaching loads from an average of 15 hours per week to 12 hours; as a consequence, just to maintain the, then, current instructional effort, the city colleges had to increase faculty size by 20%.

A Typical Faculty Member

The present, faculty member of a city college enjoys salary levels and working schedules that compare favorably with those of the country's major universities, even though the academic preparation of the typical city college teacher is less than that of the typical tenured university teacher. What is inhibiting the development of vigorous occupational and special programs is the conventional nature of the preparation of most members of the faculty. Successful career curricula, underway or projected for the near future, require faculty, paraprofessionals, and real-life practitioners with kinds of preparation not yet accepted by the academic guild.

Although the typical city college faculty member may lack the formal preparation required of the university teacher for full professorial rank, he tends to be somewhat better prepared than his community college counterpart in some parts of the State. As a group, slightly more than 1[illegible]% of the City Colleges of Chicago staff hold earned Ph.D. or Ed.D. degrees, twice the figure for Illinois community colleges as a whole.

The city college teacher usually holds the master's degree and has earned some graduate work beyond it. About 35% have completed a year of graduate work beyond the master's degree; this is significantly more than the 22% figure for Illinois community colleges as a whole. Another 57% have fewer than 30 credit hours beyond the master's degree. These are close to the percentages for community colleges throughout the State. About 5% of the faculty of the city colleges, most of these in technical-occupational fields, hold only the bachelor's degree; this figure runs to some 15% throughout the State and must become higher in the city colleges if occupational instruction is to be expanded.

Academic Rank

Since 1962 the City Colleges of Chicago have granted academic rank titles to full time faculty. In fall 1973 of the faculty, 7.8% were professors; 21.6%, associate professors; 45.3%, assistant professors; and 25.3%, instructors (Appendix, p. 169). There has been a 21% decrease in the instructor's rank since fall 1962 and smaller increases in the other ranks. The reason for the increase to be noted in the assistant professor rank is that, for several years, instructors automatically became assistant professors upon obtaining tenure (the fourth, consecutive, annual, employment contract). This procedure, however, no longer holds, and it can be expected that the percentage of instructors will probably increase as additional teachers are employed.

Effective in spring 1973, new criteria for promotion in

rank were recommended by the City Colleges of Chicago Faculty Council (CCCFC) and approved by the Chancellor and the Board of Trustees. The procedure for promotions in rank remains essentially as it has been: faculty are involved in developing recommendations; then, each President makes his recommendation to the Council of Presidents which as a body develops a single priority list for each rank; these lists become recommendations to the Chancellor who in turn recommends to the Board of Trustees a number from each rank for promotion.

Until the spring of 1973, however, rank and salary were related, with faculty members who were promoted in rank moving to higher salary schedules. Now, faculty are placed in salary lanes in accordance with their academic preparation, years of college teaching, and length of city college service.

It is still an open question as to whether rank is appropriate to a community college. For one thing, it tends to be an abrasive factor, aggravating the invidious distinctions made between the teacher with an academic background and the teacher or specialist with credentials from the world of work. These distinctions may become a greater problem as greater numbers of teachers are needed and recruited from business and industry at salaries equal to those paid teachers with maximum academic qualifications.

Faculty Working Conditions

The Cook County College Teachers Union, Local 1600, AFT, AFL-CIO (CCCTU), is the official collective bargaining representative of full time city college faculty members; the local represents teachers in matters of salary, fringe benefits, and

working conditions. The collective bargaining agreement provides for grievance and arbitration procedures to be followed in the resolution of faculty grievances. Unfortunately, frequent, and at times needless, resort to outside arbitration results in a frittering away of administrative and faculty energies as well as of taxpayers' money. Above all, such action is regrettable because it can pose a serious obstacle to the achievement of city college goals by casting administrators and faculty in the roles of adversaries.

Salary

In 1966 at the time that the city colleges were separated from the Chicago public schools, the faculty salary schedule ranged from $6,450 to $15,900 for a 38-week academic year. On February 1, 1974, the lowest starting salary was $11,290, an increase of more than 75% over that of 1966. The top salary now is $24,540, an increase of almost 55% over 1966. This is scheduled to go to $26,040 in February 1975.

A comparison of the average salary paid in 1966 with that paid in 1973 shows how much the city college teacher's lot has improved: the figure rose from $10,023 to $16,351. The 1973 average salary is 63% higher than it was in 1966. The Illinois Community College Board salary survey for 1973-74 shows that the highest starting salaries and the highest maximum pay of all public junior colleges in the State of Illinois (Appendix, p. 170). A recent national survey of 1973-74 faculty compensation was conducted by Cuyahoga Community College in Cleveland. Included in the study were 34 community-junior college districts, repre-

senting 79 colleges; most of them were urban colleges. In this survey, the City Colleges of Chicago ranked second (Appendix, p. 171).

Fringe benefits

The hidden dollar value of fringe benefits now accruing to the faculty adds significantly to the total compensation of city college teachers. Present benefits include standard medical, major medical, hospitalization, dental and vision care, and a life insurance policy with a face value of 1.75 times annual base salary--much beyond the fringe package enjoyed by most college faculties. Hospitalization and medical insurance benefits are available to faculty dependents at special group rates.

Every faculty member is now granted ten days of sick leave for the regular academic year of 38 weeks; these days may be accumulated without limit. Upon retirement at age 55 or older, or in the event of total disability or death, the faculty member or his estate receives a lump-sum payment equal to 40% of the unused portion of his accumulated sick leave, computed at his final base rate of pay.

In the interest of encouraging faculty to improve themselves professionally, the requirements for sabbaticals are more liberal than they were before 1966. Sabbatical leave policy now conforms with State university practices, with the teachers receiving a half-year's leave at full pay, or a full year's leave at half-pay. Five percent of tenured faculty are eligible to receive sabbaticals during each academic year.

Because of budgetary limitations, as explained later in this report, sabbaticals for fiscal year 1974 were not granted.

Teaching loads

Most faculty members teach 12 to 13 class-hour schedules. Under the Chicago Board of Education they taught 15 to 18 hours a week; this remains by-and-large the pattern in most community colleges. Teachers of laboratory sections in science, typing, and art have the same work-load and are paid the same for laboratory hours as for teaching hours.

A further word of explanation regarding a teaching load may be helpful to readers outside the teaching profession. Teachers in the City Colleges of Chicago are paid on the basis of the hours they spend in the classroom, not on the basis of student credit hours generated by the courses they teach. Thus the teacher of a physics course which meets for eight, fifty-minute sessions each week but awards the student only five hours of credit is paid for eight hours--almost two-thirds of the teacher's total semester's program. Likewise the teacher of a course which meets four times each week and awards students three credit hours is paid for four hours, one-third of his total teaching load. In this connection, it is important to note that the college receives direct State aid on the basis of student credit hours generated, not the hours spent in class by students.

At present, the only faculty members with teaching loads in excess of 12 to 13 class hours are Physical Education instructors; their teaching load now stands at 16 class-contact hours.

Until 1966, they were assigned 20-hour loads. Athletic coaches teach only 8 class hours per week.

Collective bargaining provisions now limit daytime class size to 25 students in English composition courses, and to 35 in all other courses. Evening composition classes may go to 29 while other evening classes may reach 39. These figures, however, are deceptive. As already indicated, there is a high class attrition rate throughout the city colleges. Only 65% of city college students completed their courses in the 1972-73 academic year. While student retention is a major problem plaguing all community colleges, the city colleges have one of the highest overall attrition rates in the State. This can be explained in part by the great number of disadvantaged and inadequately prepared students who are enrolled.

Reduced teaching loads and class sizes combined with increased enrollments occasioned the already-mentioned sharp increase in faculty strength, from 709 in 1966 to 1,303 at present. The growth of faculty by 84% needs to be seen in relation to the modest 37% growth in enrollment. This faculty expansion--caused by the relatively modest increase in enrollment, the sharply reduced teaching loads, and smaller class sizes--has resulted in the more-than-doubled teaching costs per full time student, from $362 in 1966 to $830 in the fall of 1973.

Tenure

Under the provisions of the Board-Union collective bargaining agreement, tenure is awarded faculty members after they have taught for three consecutive years. Tenure is not

new to the city colleges. But prior to the collective bargaining agreement, it was awarded under more demanding circumstances; that is, after receiving the recommendation of his colleagues and administrative superiors, a candidate took written and oral examinations in which he was expected to demonstrate a knowledge of community college educational philosophy and to show how his academic discipline related to this philosophy.

A disproportionately large number of city college faculty have attained tenure. At present barely more than 100 teachers, under 10% of the total faculty, are untenured.

There is great dissatisfaction with the workings of the tenure system in all of American higher education. This is not to say that tenure should be abolished. The report of a National Commission on Academic Tenure may well be right in its conclusion that tenure is needed to guarantee academic freedom and instructional integrity. But the present probationary period for the city colleges teachers is so short that it makes careful screening of candidates very difficult.

The administration of the City Colleges of Chicago must accept responsibility for the present undesirable ratio between tenured and untenured staff. In the recent past, faculty has been recruited in hasty response to urgent need. As a result, added to the staff have been teachers who may be adequately qualified academically, but who aspire to university teaching and are unwilling to adapt their instruction to students in an open admissions college. If the city colleges are to realize the goals they have set for themselves, they must adopt

a more effective probationary system which will enable administrators and fellow faculty to screen out unsuitable candidates.

Participation in Academic Governance

For many years, active faculty councils have existed on city college campuses. But not until 1964 was an all-college Council formed

> "to represent and act for the faculty in all matters of general policy affecting the welfare of the Chicago City Junior College, and also act in an advisory, consultative, and planning capacity to the Chancellor."

Each of the seven colleges elects its own Council, one of whose members serves on the City Colleges of Chicago Faculty Council (CCCFC). Additional college representatives are elected in accordance with a proportional representation formula.

Committee A, the Committee on Academic Standards, is one of the busiest of the standing committees of the all-college Council. This committee acts as an advisory body on new educational directions. Committee A's activities are governed by a Memorandum of Agreement (1973) between the Chancellor and the President of the Council on the extent and nature of faculty participation in determining curriculum.

Minority Group Representation

The City Colleges of Chicago recent response to a questionnaire from a State Legislative Committee disclosed the following:

1. Of 1,863 employees surveyed, 27.6% were Black and 2.4% were Oriental, American-Indian, or Spanish-surnamed Americans.

2. Of 109 administrators assigned to the seven city colleges and the Central Office, 43% were Black. Black administrators, however, are concentrated in colleges with high percentages of Black students.

3. Of 1,254 employees classified as "Professional-Technical," 277, or 24.1% were Black.

4. Of the "Auxiliary, Clerical, and Custodial" employees, 58.2% were Black.

5. Of the total 1,863 employees surveyed, 810, or 43.5%, were female. In the Professional-Technical personnel category, 449, or 35.8% were female

These results certainly do not warrant feelings of complacency or self-satisfaction. Blacks are still inadequately represented on faculties and staff. Spanish-speaking persons lack adequate representation. The greatest deficiency, however, is the lack of progress in integrating faculty and staff on each campus.

A more vigorous program of affirmative action must be launched. The city colleges must recruit qualified minority faculty and staff more aggressively. More of the teachers and staff recruited must be assigned to campuses in such a way as to achieve a racial balance.

Need To Redefine the Teacher's Function

If asked to list his major problems, every community college president or academic dean would probably place faculty recruitment at the head of his list. Candidates with master's and doctoral degrees are not in short supply in today's academic marketplace. Finding the right kind of teacher able to perform those tasks appropriate to a community college is the compelling task.

In the past, community college faculties across the country were composed, largely, of many teachers drawn from the high school staffs; this was true in Chicago. Today, increasing numbers come directly from graduate schools or university teaching and from business and industry. The community college makes much of its being a "teaching" institution rather than a research agency. Nonetheless, many of its teachers prefer to identify themselves with university faculties. The odds would be against anyone who wagered that if teachers were to vote on whether their school should become a four-year college or remain a community college, they would choose the latter.

Some adult education and community and public services programs offered by the city colleges are staffed by regular faculty members. But many of the programs can only be conducted by people with specialized knowledge and experience who cannot be recruited from faculty ranks. If greater numbers of submerged parts of the community are to be served--rural Appalachians who have been transplanted to Uptown, young Indians who come from a Wisconsin reservation and are adrift in a big city--then more and more nonacademic persons, capable of winning the trust of alienated citizens, must be recruited to staff the special programs. Chicago, like most large American industrial cities, contains thousands of people who have not as yet had the opportunity to learn how to live in an urban environment.

If the education provided by the City Colleges of Chicago is to benefit all who walk through their open doors, and if the city colleges are to become a force to bring about a better life

for the people of Chicago communities, radical instructional changes must be effected. The need is summed up in the Journal of Higher Education:

> Genuinely new ways of delivering and shaping the instructional message must be developed such as individualized study employing videotapes, computers, programmed texts, as well as large group instruction employing imaginative multimedia techniques and teams of teachers. Thorough counseling techniques must be developed so that the student, no matter what his level of ability, is encouraged to realize his potential. Instruction must be systematized so that specific goals can be achieved, with the student's aptitude and desires determining what avenues he will take to reach instructional goals: for example, conventional classroom work, televised instruction, programmed texts, and so forth. ("The Community College in Search of an Identity," December, 1970)

If the City Colleges of Chicago are to supply the range of instructional services it has promised, from the remedial to the university-parallel, they must begin immediately to reexamine the role of the instructor. No longer can the teacher be the subject-matter specialist who passes on information or explains a textbook to small groups of students. Rather, instructional teams must be formed composed of professionals and paraprofessionals capable of designing instructional systems and of employing a variety of media and formats. It is imperative that the new type of instructor be willing and able to offer the student a choice of paths to his goal.

CHAPTER 4

AND NOW--THE ROAD AHEAD

A COLLEGE IN THE COMMUNITY

Public junior colleges in the United States began at the turn of the century, but their big expansion has taken place since World War II. Phenomenal growth occurred in the 1960s, and toward the end of the decade a new junior college campus was started somewhere in the nation each week. As remarkable as this growth in numbers has been, equally significant has been the emergence of the "community college" concept. Recognition of the concept was accorded by the national organization when it recently changed its name from the American Association of Junior Colleges to the American Association of Community and Junior Colleges, and by the Illinois Junior College Board which recently changed its name to Illinois Community College Board.

Discussion in higher educational circles about the nature and purposes of a community college has been increasing. Much of the discussion has been marked by pretentious claims, severe criticisms, and considerable confusion. The concept of a community college is yet to be clearly delineated, with a common definition accepted by all, let alone translated into practice.

This report is in essence a serious attempt to develop more fully the community college concept and, further, to recommend next steps and directions for the multi-college system in

Chicago. During the remainder of the seventies, the seven city colleges must show how each college and its community can be tied together so that the activities at each college will result in services and benefits to all segments of the adult population in its community. In brief, colleges which aspire to the status of community college will have to develop a set of aims and structures quite different from those of the traditional junior college; they will have to re-examine existing programs, reallocate their resources, and reassess their relationships to society.

This report has thus far traced in broad outline the history and growth of the City Colleges of Chicago and has described their present status. Significant changes have been noted as the colleges have adapted themselves to social, economic, and demographic changes in the city and in the nation. In developing a "Master Plan" for the city colleges for the remainder of the seventies, the major topics to be considered in reference to which recommendations will be made are the following:

Students
Educational Programs
New Strategies to Improve Learning
Facilities
Financial Support

STUDENTS

The "People's" College

Since their inception, the city colleges have been known as the "People's" colleges. The name emerged from the word "people" and refers to the belief that persons with low incomes must have

access to these colleges. Though persons from all walks of life have been welcome to the city colleges, the overwhelming proportion of their student body has been persons from low or low-middle income groups. The plain fact is that the city colleges have represented and continue to represent the major opportunity for low-income persons in Chicago to get a postsecondary school experience.

During most of the city colleges' 63 year history, the students have been mainly the 17-and 18-year-old high school graduates. Typically, these students were White, first generation children of European immigrants and were from low and low-middle income brackets. These students were primarily interested in a professional degree or a baccalaureate degree in the liberal arts and sciences; and many of these youths succeeded in entering the professions of medicine, dentistry, law, and teaching. What is clear, however, is that for a long time, although the people's college served large numbers from low-income groups, the students were usually high school graduates, and thus the colleges were serving only a small part of the adult population "compass."

The community college concept today is an attempt to "box the compass." This means that the whole range of adults in the community--with all their diversity in backgrounds, aspirations, and needs--are to be served. No longer will the city colleges serve primarily the recent high school graduate. As community colleges, they will invite those who have dropped out of high school as well as those who have taken a job after graduation

from high school but who feel the need for some form of additional education. Moreover, there are other groups of adults, who are described in this report, who have special educational needs.

This very diverse adult population needs the education and job skills which community colleges are designed to offer and which their communities, particularly those in the inner city, need for restoration and renewal.

To serve the full range of people, the city colleges will continue to offer a liberal arts and science program to persons planning to transfer before or after graduation to a senior college or university. Technical-occupational programs of two years and less have been offered in recent years, but more are needed; this is also true of adult-continuing education studies and a host of community services to meet educational and cultural needs. Preparatory and developmental courses must be offered to the many, educationally disadvantaged adults to help them gain admission to occupational as well as to transfer programs. Though this multi-purpose mission makes the task of the community college a difficult one, it also gives the community college its unique identity and its reason for being.

Population Changes

Chicago's population, like that of every other major American city, has undergone great changes since the end of World War II. Of particular significance have been the extent and accelerated rate of population shifts during the 1960s. The most dramatic changes have been the movement of Whites from the city to the suburbs, the dwindling in the numbers of the city's

European ethnic groups, and their flight from their former communities as the inner-city Black and Latin ghettos have expanded.

The numbers of first and second generation Europeans in Chicago dropped 31.4% between 1960 and 1970. During the same period, the number of Blacks increased by 290,000 and the Spanish-speaking population increased by approximately 144,000 (the latter from an estimated 103,000 to 247,000). The influx of Blacks from the South expanded their communities, both to the west and the south in the city, absorbing many of the former European ethnic enclaves in the inner city as the latter groups moved to new locations. Maps, which follow, show the expansion and concentration of Blacks in Chicago from 1960 to 1970.

The doubled Mexican population has moved into the old Bohemian areas of Pilsen and South Lawndale and into the Back-of-the Yards and South Chicago where there had been large numbers of Polish residents. Pilsen, with a Mexican population of 36.2%, has the city's largest Mexican concentration; while the Mexican population in South Lawndale, which has grown fifteen-fold since 1960, now comprises 20% of the community.

Puerto Ricans moved to Lake View, Lincoln Park, and Humboldt Park during the sixties as urban renewal pushed them from the nearnorth and west-side areas. In the Humboldt Park area, for example, a fivefold increase of Puerto Ricans during the '60s has given them a greater share of the area than that occupied by the older Polish residents.

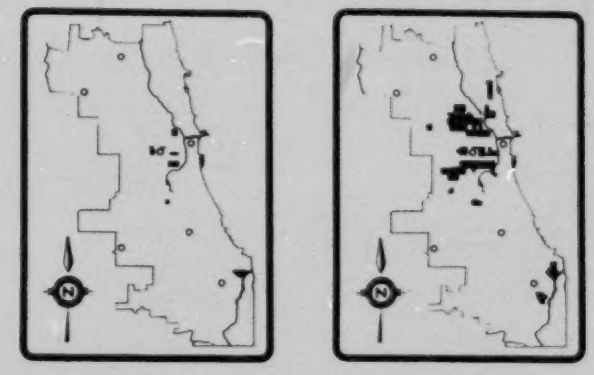
Map 2.

GROWTH AND CONCENTRATIONS OF BLACK POPULATION*
IN CHICAGO, 1960 AND 1970

1960 1970

*Areas shown in black are those in which Blacks are 25% or higher.

GROWTH AND CONCENTRATIONS OF SPANISH-SPEAKING POPULATION*
IN CHICAGO, 1960 AND 1970



1960 1970

*Areas shown in black are those in which Spanish-speaking persons are 25% or higher.

Chicago remains the most "ethnic" city in the United States even though many of the members of European ethnic groups have moved from their original enclaves or "islands." For example, although half of the residents of Polish descent in the Humboldt Park area left the area in the 1960s to settle in the northwest side and southwest side of the city, East Humboldt Park remains the locale for the largest number of the city's Polish residents. Similarly, Lake View still contains the largest German population, although the number is only half that of 1960; their movement has been along a corridor west of Lake View through Portage Park. Italians have also migrated to the northwest side along Milwaukee Avenue as well as to the city's western and northern suburbs. Most of the Jewish population has left South Shore, South Chicago, Albany Park, and East Humboldt Park for Rogers Park, West Ridge, North Park, and the northern suburbs. The Irish have left Austin, West Englewood, South Shore, and Auburn Gresham, although three-fourths of the Irish remain within Chicago.

Census figures for 1970 show that 32.7% of the city's population was composed of Blacks and 7.3% were Spanish-speaking persons. It appears quite certain that Blacks and Spanish-speaking persons will continue to grow in number and percent of the city's population. What effect will these changes have on the racial and ethnic compositions of the student body of the city colleges? In 1973 about 42% of the city college students were Black students and 2.8% were Spanish-speaking. In that same year, 57.6% of the total enrollment of public high school students were Blacks, and 11.7% were Spanish-speaking students.

In view of these figures, the city colleges will most likely continue to show growth in numbers and percentage of Black and Spanish-speaking students.

A disproportionately large percentage of these racial and ethnic groups live in poverty. They have been termed the "disadvantaged" in education as well as in housing, income, and jobs. During recent years, there has been a growing sense of alienation between these adults and the rest of society. Concomitantly, many of the disadvantaged are developing greater expectations and are making more urgent demands for full citizenship rights. The city colleges must stay in tune with the needs of this growing population. New instructional programs must be developed to fit the educational backgrounds and goals of these adults and to help these citizens realize their aspirations.

High School Graduates

The city colleges will continue to serve many 17-and-18-year-old youths immediately after their graduation from Chicago's public and parochial high schools. Typically, these students will reflect the racial, ethnic, and socio-economic composition of their high schools. Many of these students will be capable of succeeding in college-level programs, though a large number of them may be uncertain of their career goals.

It is anticipated that increasing numbers of future high school graduates will come to the city colleges ill-prepared for college-level programs. Their high school preparation will mirror the weaknesses and inadequacies that prevail in their environments, at home and/or in their communities, and that are reflected

in their inner-city schools. Unless the city's elementary and secondary schools can find ways to raise the achievement level of this large and growing, academically disadvantaged group, readiness for college-level work in the city colleges will probably be lower in 1980 than it is now. Having said this, however, it must be stressed that standardized tests measure student achievement more than they do student potential. The city colleges will have to tap all of the creativity and competencies of its faculty and staff and outside consultants to give such students a reasonable chance of success.

Student Financial Aid

Providing adequate financial aid to students will make a big difference in whether youths from the inner-city have an opportunity to attend the city colleges. Fortunately, the State of Illinois and the Federal government are recognizing what is virtually a right to financial assistance. The Illinois State Scholarship Commission (ISSC) in fiscal year 1974 (FY-74) has $65 million available for monetary awards, and it is likely that in FY-75 an additional $8.6 million will be made available and many more city colleges students will apply and receive ISSC monetary awards. Recent Federal legislation makes more student work-study and educational opportunity grants available. Some 3,000 city college students receive work-study aid amounting from $2.00 to $3.00 an hour for a maximum of 15 hours per week. For the first time in FY-74, as will be discussed later, the Federal government made Basic Opportunity Grants (BOG) to needy full time freshman students. It is likely that this maximum

BOG grant will be increased appreciably in FY-75 and will include grants to sophomore students. Many persons need financial aid even to take advantage of the very low-fee city colleges.

"Special Education" Needs

The city colleges have overlooked many adults who have a variety of "special education" needs. "Handicapped" adults, for example, have not been sought out or adequately served. Recently, however, the city colleges (using a State public service grant) sponsored a conference on the kinds of services it might provide for the physically, emotionally, and mentally handicapped. It was concluded that the city colleges were not only well suited to develop a variety of programs for handicapped adults but also to train paraprofessionals and close relatives to effectively relate to these handicapped adults.

Moreover, if the city colleges wholeheartedly accept the challenge of helping people lift themselves from poverty, they will vigorously recruit from among unemployed and underemployed adults who lack formal education, work experience, and job training.

What will the student body of the City Colleges of Chicago be like by the end of this decade? The outlook is that the city colleges will enroll a greater diversity of adults than it ever has. There will be the typical 17 and 18-year-old high school graduates, college-going youths, particularly from low-income non-Whites living in the inner city. In addition, there will be a marked increase of other adults: those who have been denied full participation in our society as a result of little

or interrupted formal education, those who are unable to speak English, those who have physical and emotional handicaps, and those who are senior citizens.

120,000 Students by 1980

Such a declaration might appear to be wishful thinking in view of predictions that college enrollments in the nation are leveling off and perhaps heading for a decline by 1980. Yet, it is very likely that the present headcount enrollment of 79,000 in the city colleges will increase by one-third, to 120,000 before this decade comes to a close. The table which follows shows the projections for enrollment growth in the city colleges during the remainder of the seventies, both as to headcount and full time equivalent enrollments.

Table 12.

PROJECTIONS OF HEADCOUNT
AND FULL TIME EQUIVALENT ENROLLMENTS
IN THE CITY COLLEGES OF CHICAGO
(INCLUDING THE CHICAGO SKILL CENTER)
1974-75 THROUGH 1979-80

	Headcount	Full Time Equivalent
1973-74	79,001	32,273
1974-75	85,500	33,350
1975-76	92,500	35,020
1976-77	100,500	37,250
1977-78	106,000	38,780
1978-79	113,000	40,950
1979-80	119,500	43,080

Any attempt to project college enrollments, as many experts have found to their dismay, is risky business. It is difficult, for example, to determine the effects on enrollments of changes

in such areas as general economic conditions; attitudes toward higher education; Federal and State funding of higher education; and the ending of the military draft.

In any attempt to forecast, the following factors require careful consideration:

First, since 1965, enrollments in Illinois colleges and universities have increased each year to a record high of 474,000 students. However, the rate of increase in the State has been dropping since the late sixties and is continuing to drop. Undergraduates in 1973 increased less than two percent over 1972, while the number of graduate students dropped about two percent.

Second, the marked increase in college enrollments after 1965 was largely a result of the number of college-age persons (18 to 21 years) attributable to the baby boom during the early World War II years. In 1965 this age group comprised 584,000 persons, while in 1973 the total was 790,000. Included among the causal factors for increased college enrollment were the widespread affluence in the nation and the deferral from the draft for youths attending college.

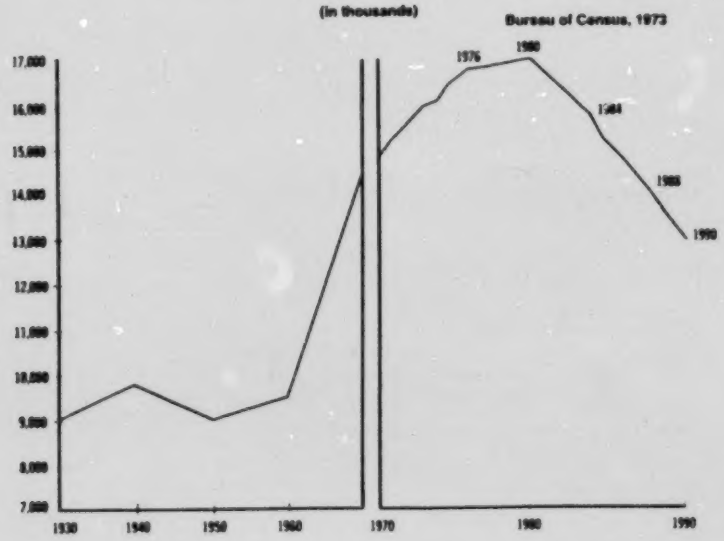
Third, Illinois has had a significantly higher college enrollment rate than the nation as a whole. Nationally, the percentage of college age persons (18 to 21 years of age) enrolled in college is about 52, while in Illinois the percentage is about 60. The State's student financial aid program has probably been an important factor in contributing to the higher rate. During the 1974-75 academic year, for example, more than 70,000 college students will receive Illinois State Scholarship

Commission monetary awards, totalling $65 million.

Fourth, the major factor in the leveling of college enrollments throughout the nation is the declining birthrate. As a result, after 1980 there will be a decline in the number of college-age youth as is shown in the chart which follows:

Chart 5.

PERSONS 18-21 YEARS OF AGE IN THE UNITED STATES
1930 TO PRESENT AND PROJECTED TO 1990



Source: Dr. Lyman Glenny, University of California, Berkeley

It is true that the end of the draft is also a contributing factor to a dwindling pool of potential students, but it must be noted that the proportion of all males 18 to 19 years of age who are in college started to drop at least two years before the end of the draft. The fact that the nation's birthrate is at its lowest point in its history and is still dropping does not augur well for the future of the nation's college enrollments.

In spite of the predictable national leveling and actual decline in college enrollments during the remainder of the 1970s, the outlook for continued growth in the city colleges during this period appears to be encouraging. There are several reasons for this optimism.

First, it is estimated that the number of college-age youth (18-21 years) in Chicago will increase from about 212,000 in 1970 to more than 250,000 in 1980, an increase of about 20%. A considerable percentage will be among the non-White minority groups.

Second, while the population has been dropping within the city itself, the ratio of enrollment in the city colleges to total population has been rising. In all likelihood, it will continue to do so throughout the seventies. Between 1969 and 1970, the percentage of Chicago public high school graduates enrolling in the city colleges increased, as can be seen in the table which follows. This favorable proportion should persist throughout the remaining years of this decade.

Table 13.

PUBLIC HIGH SCHOOL GRADUATE ENROLLMENTS IN CITY COLLEGES OF CHICAGO, 1969-1973, AND PROJECTIONS FOR 1975 AND 1980

	YEAR						
	1969	1970	1971	1972	1973	(Projection) 1975	1980
Percent of City Colleges of Chicago Enrollment from Chicago Public High Schools	53.0%	54.5%	55.1%	56.2%	56.9%	58.9%	62.8%
City Colleges of Chicago Enrollment*	36,252	39,153	44,081	47,047	47,344	53,185	64,738

Excluding Chicago Skill Center

Figures are the "low" estimates furnished by Dr. Philip Hauser, University of Chicago.

Third, attending a community college is less expensive than attending residential colleges where tuition rates alone range from $500 (public) to more than $3,000 (private) annually, and living costs equal or exceed tuition costs. Moreover, tuition and living costs for attendance at residential colleges and universities are expected to continue to increase. Colleges and universities in Illinois have been hard hit, as is true nationally, by rising costs and decreasing financial support from State and Federal agencies. Every senior college and university in Illinois has had to raise its tuition in the last three years, and it is probable that they may have to do so for years to come unless additional monies come from the State or other resources.

Fourth, students who are Chicago residents pay only a modest charge to attend the city colleges. Even the general fee of $4.00 per semester hour to go into effect in fall 1974 will be a modest fee, and most full time students (12 or more semester hours per term) will be eligible to receive monetary awards from the Illinois State Scholarship Commission to cover the general fee as well as student activities and health fees.

Fifth, the growing need for technicians and semiprofessionals will continue to attract increasing numbers of adults into post-secondary institutions such as the city colleges. The mandate of the State that community colleges expand their occupational programs does not mean, nor should it mean, that the community colleges will become "trade schools." The liberal arts and sciences will remain robust if for no other reason than that

today's occupations require a sizeable component of General Education. But the fact remains that one of the major reasons for the continued growth in city college enrollments will be the growth in enrollments in occupational programs since city college students, when given a choice, select programs which prepare for employment rather than for advanced college work.

Finally, the enrollment of the city colleges can be expected to grow as they recruit adults who need basic education and job-entry skills. The growing interest among adults in continuing education may well offset the leveling or decreasing enrollment of college-age youths. There are now almost 13 million persons in the United States engaged in some form of adult and continuing education. With a shorter work-week and increasing leisure time, with more senior citizens, and with the increasing desire and need of postcollege-age adults for promotional training for new jobs, personal enrichment, and involvement in community life, the potential student body for the community college is relatively unlimited. An aggressive community college will reach-out to and will attract many thousands of adults. The only constraint may be the extent of willingness of the State of Illinois to fund continuing education for all, rather than to expect costs to be borne by the local community and the student.

All factors considered, the city colleges can expect an increase in its total headcount enrollment from the present 79,000 figure to approximately 120,000 by 1980. Furthermore, it is estimated that of the total headcount, approximately 65,000 students will be enrolled in college-level programs. This means

that the biggest source of growth in enrollment, as has been the case during the past two years, will be in the number of adults who will enroll in such programs as basic literacy, GED preparation, and entry-level job training.

In fall 1973 there were 45,000 students enrolled in college credit courses and programs. There were an additional 30,000 adults enrolled in basic education, GED preparation (leading to the equivalent of a high school diploma), and high school credit courses. Ten thousand of these adults, most of them part-time, were transferred almost overnight to the city colleges from the Chicago Board of Education in February 1972. These students are currently enrolled in adult learning centers spread throughout the city in 250 locations--libraries, factories, settlement houses, churches, store fronts, and ten Urban Progress Centers--in basic education, English as a Second Language (ESL), and GED preparation programs.

In September 1973 another 20,000 adults, of the 30,000 total, were transferred from the Chicago Board of Education when the city colleges took over the adult evening programs offered in 17 high school buildings.

Where will the additional 34,000 students come from by 1980? The answer is from the adult population 22 years of age or more. These "new" students will come mainly from low income and minority groups, from senior citizens, and from the handicapped. Their presence in the city colleges will give fuller meaning to the "People's" College.

EDUCATIONAL PROGRAMS

Change and Needs

The City Colleges of Chicago have experienced great and rapid change. From the late 1950s through the early 1970s, the number of colleges has increased from three to seven plus a skill center, the full time teachers from 400 to 1,300 and the students by headcount from 22,000 to 79,000. The students have become more adult; more are Black and Latino; and more are interested in education for jobs than in education to help them continue college studies. During the last 15 years in order to serve the changing student body, many new occupational programs, courses in adult-continuing education, and community services projects have been added to the traditional collegiate offering.

It is time to take stock of the changes, to consolidate gains, and to assess and evaluate. Particularly, the city colleges need to move rapidly toward more precise definition and organization of their educational programs. The Illinois Community College Board has mandated this direction, and its mandate finds solid support in the public demand for increased accountability for both the quantity and quality of educational output.

Form and Substance

Definition of courses and programs

Historically the city colleges have been more concerned with individual courses than with the relationship of individual courses to a degree or certificate program. The colleges now

need to justify courses in relation to their serving the objectives of the program of which they are a part. Does the course supply specialized skills for immediate career competence or skills essential as a prerequisite to later college work? Is it a support course designed for broad understanding or related skills? Is it a general education course to promote civic competence and personal adequacy? Is it an elective to encourage free pursuit in depth or breadth of areas of interest?

The required semester hours also need review. Programs should be limited to 60 to 64 semester hours of credit in conformance with the time span of the two-year community college and to encourage students to complete programs and move out and up as quickly as possible.

The General Education requirements for the Associate in Arts and the Associate in Applied Science degrees must be reviewed and spelled out with approved alternatives to the traditional general courses. Programs leading to Associate Degrees need to be worked out in detail by means of a suggested semester sequence of courses to guide the student and counselor and to assure completion within 60 to 64 credit hours.

Finally, the catalogues of the colleges and the counselor guidelines need to reflect a precise definition of program requirements so that students, faculty, and counselors alike may be completely informed.

Comparability and effectiveness of courses and programs

The multiunit community college system in Chicago, at present, has 212 different educational programs in one of which

all college credit students are being enrolled. Of this total, 141 programs are offered at one college only, while 71 are inter-college in nature and are offered on two or more campuses. In order to insure transferability from one of the city colleges to another as well as to provide a common program base for articulation with senior institutions, there needs to be a high degree of parallelism among those 71 programs which are common to more than one college. Programs listed in the 1974-75 catalogues of the colleges will reflect the first efforts made toward developing common inter-college programs while maintaining considerable latitude for individual college variations.

The next step to be accomplished is that of organizing inter-college committees to review the initial efforts and to improve not only the comparability of inter-college programs but also to articulate all programs with the senior institutions to which students commonly transfer. Especially for those programs which are oriented toward immediate employment, the effectiveness of courses in those programs needs to be tested against job requirements. In cooperation with technical advisory committees drawn from employers in business, industry, and government, these courses must be updated and streamlined to provide maximum competency for job entry skills and for possibilities for promotion.

Modular design

In addition to precision of definition of courses and programs, and in addition to bringing them into line with the real world, city college programs must be constructed on a

modular design basis in order to enhance student motivation to complete their programs. Associate Degrees, for example, should be so constructed that they may be broken up into free-standing, short sequences of courses. These sequences can be identified as certificate programs which recognize a specific level of skills and knowledge and which can help a student get a job or improve himself on his present job.

In college-parallel or transfer-oriented programs, certificate programs may represent a significant bench mark which helps encourage a student's efforts to complete a degree and enroll in a senior institution. These modules or certificates, like building blocks, may be accumulated and converted to a full Associate Degree. The entire modular structure may be defined as follows:

Associate Degree	60 to 64 semester credit hours
Advanced Certificate	30 to 59 semester credit hours.*
Basic Certificate	10 to 29 semester credit hours.*
Recognition Certificate	1 to 9 semester credit hours.*

*inclusive.

Not all programs may be readily accommodated to this design. In some cases several short certificates may be needed to represent a number of coordinate specialties. However, in general, this modular design will provide a giant step toward the development of a career lattice which will permit the student to have the option of getting a job in his specialty, of continuing his formal education, or of doing both simultaneously.

Career lattice

The career lattice concept, as implied in the modular

curricular structure, needs to be continued beyond the City Colleges of Chicago to other postsecondary institutions to which the student may transfer. Articulation arrangements need to be developed by which the full Associate Degree program, when completed by a student at the city colleges, is accepted at full face value for transfer to a senior institution. Assuming the transfer student does not change his major, he should not be required to take more course work to complete his baccalaureate degree than the student who begins and completes his work in the same senior institution.

In the same context, but at the other end of the academic spectrum, high school programs and those of the city colleges need to be articulated to provide for smooth transition, elimination of duplication, and saving of time for the student. The city-wide College Acceleration Program (CAP) is one vehicle by which college course work may be made available to high school students before they have received their high school diploma. Current offerings of the College Acceleration Program are mainly in the liberal arts but should be expanded to include occupational programs.

This process of identifying and relating programs at various levels within the educational hierarchy should culminate in the mapping of the entire terrain of secondary and postsecondary education. A student should be able to move through an articulated career network from his high school days through graduate school, always maintaining the option of moving into the world of work or of returning to the educational institution without losing

credit for either his past education or his work experience.

Evaluation

A thorough and continuing evaluation of the effectiveness of the educational programs of the city colleges is essential. To date, this has not been done systematically or completely. It is imperative to take a close look at the quantity and quality of city college output and to eliminate, reduce, maintain, or expand programs accordingly. The city colleges are much too large and much too complex to operate on the basis of habit or intuition. Hard data on enrollment, output, placement, follow-up, and cost effectiveness are, perhaps, the most important pre-requisites to an effective evaluation. The recent addition of a specialist in research and evaluation at each college, under the direct supervision of the President, should help in meeting this need.

Evaluation is dependent upon the development of a student accounting system which can identify students by program, by their status within a program, and by their course needs to complete a program. Such data will make possible a more student-needs-oriented base for class scheduling.

New Program Areas and Emphases

In addition to a close look internally at the way city college programs are currently organized and operated, it is essential to keep an eye on new areas for program development and emphases. National and local trends point up the need for programs to prepare young and older adults for employment in

public and human services. Such fields as the health occupations, child care, and law enforcement not only offer expanding employment opportunities but also assist the city and its public and private agencies in providing the range of personal and social services essential for the large concentrations of disadvantaged population in the city.

Experience has indicated the need to expand in-service training for the upgrading of those employees in public and private agencies that provide public services. At present, comprehensive or "umbrella" contracts with such agencies as the Chicago Civil Service Commission and Cook County Hospital provide for planning and implementation of a whole range of in-service programs for thousands of persons already employed by these agencies. Next steps in expanding this service should be similar contracts with other agencies.

It is undoubtedly true that the most effective education is that which is most like real life. For career programs this means that well-planned and realistic work experience is an essential component of preparing for job competency. Even in the areas of general studies, liberal arts, and preparatory programs for professional schools, a component of cooperative education or work experience is important. Four of the city colleges currently provide cooperative education opportunities for general studies or liberal arts students through Cooperative Education grants provided by the Federal government. All of the city colleges should offer similar opportunities.

Perhaps the largest potential area for program development

by city colleges is that of providing adult basic education coupled with job entry skills, particularly for members of minority groups. The city colleges now have accepted the basic responsibility within the City of Chicago for public education of adults regardless of their level of education attainment. The Chicago Skill Center is the primary unit for meeting that responsibility. Its 250 outposts and 17 evening high school locations in which adult basic education is provided for high school equivalency and for job preparation needs to be studied closely for effectiveness of instruction as well as economy of facility use. Also evident is the need for expansion, particularly to the west and north sides of the city, of job training programs similar to those at the Dawson Skill Center. Eventually, the entire city should be blanketed with equal opportunities for both basic literacy and job entry skill training.

In keeping with the national trend toward making higher education more accessible, the city colleges need to recognize informal and nontraditional educational accomplishments. The excellent start that has been made in granting credit-by-examination through the College Level Examination Program (CLEP), and through special tests developed in the nursing program should be expanded in order to give academic credit for a whole range of life experiences either by written and/or oral examination or by demonstrated competencies.

The Chicago Skill Center is working with Educational Testing Services and the National Occupational Competency Testing Institute to develop and field-test evaluations of

occupational competency gained through work experience or training to the end that such nontraditional experiences may be certified and translated into academic credentials and levels of skill competence. With CLEP in the academic areas and occupational competency testing in the employment oriented areas, educational opportunities may be made more accessible to hitherto neglected adults. It is anticipated that such tests may also help the city colleges to evaluate their own courses and programs by providing a standard of comparison.

Organization

City-wide division of labor

The growth in the number of educational programs in the city colleges, from the 40 programs of ten years ago to 212 today, has made imperative the determination of the role of each college in the total system of programs for the city colleges. The present position of the city colleges is that each of the seven city colleges must offer a comprehensive set of programs embracing a broad spectrum, and that, in addition, each college should specialize in one of the six major areas:

Business, Secretarial Skills, and Data Processing

Creative, Cultural, and Performing Arts

Engineering, Industrial, and Applied Science

General Studies and Liberal Arts

Health Services

Public and Human Services.

Today there are comprehensive offerings in each institution with some degree of specialization. The health programs at Malcolm X College, the engineering and industrial programs largely concentrated at Olive-Harvey College, and the transportation programs centered at Southwest College are examples of existing program specialization. It is important to define with more precision what the division of labor should be among the colleges and to establish a mechanism to implement and monitor this division of labor.

In addition to this horizontal division of labor across the geography of the city, there is also a vertical dimension evident in the emergence of the Chicago Skill Center. This center consists of the citywide network of basic literacy and job entry skills programs housed at the Dawson Skill Center and the 250 outposts and 17 evening high schools. The programs are targeted primarily toward unemployed, underemployed, and other adults who have not completed high school. The network of city-wide programs offered by the Chicago Skill Center is one stratum of the public community college structure. The other strata are represented by the seven, more traditionally-oriented colleges. As literacy and job skill strata are expended, it needs to be articulated closely with the seven colleges and their more conventional college-type programs so that adults may move freely from the basic skills acquired in the Chicago Skill Center to any of the programs offered by the seven city colleges. The value of having a skills center within the community college system is virtually nullified unless there are ample opportunities for

easy mobility of students.

In the same spirit the Chicago Skill Center is beginning to work cooperatively with five Job Corps Centers in the Midwest. Their goal is to improve the quality of programs and services for all students and to open to enrollees in residential Job Corps Centers, a large percentage of whom are from Chicago, the opportunities of the Chicago Skill Center and the city colleges.

Institute for city-wide programs

The creation of the Chicago Skill Center recognized that such high-priority programs as adult literacy and job entry skills for unemployed need a separate and special organization distinct from that of the regular colleges in order to provide concentrated attention, flexibility, coordination, and high visibility. Three other priority areas--in-service programs for government employees, child care centers with associated educational programs, and health occupations--require a similar special organization.

An Institute for City-wide Programs, centrally located and headed by an Associate Vice Chancellor, is needed to combine the present Public Service Institute, whose mission is in-service education for government employees, with the Human Services Institute, which concentrates on day care centers and associated educational programs. A third element, health occupations, needs to be organized on an inter-college basis in the form of a Health Services Institute and made part of the Institute for City-wide Programs. In the nursing program, for example, the five colleges which offer registered nurse programs, and the Chicago Skill

Center which offers a licensed practical nursing program, could make better use of forty city hospital clinical facilities through a coordinated assignment of facilities.

Institutional organization

The organization of programs and personnel should be compatible with the educational mission of the city colleges. This has been accomplished to a considerable degree in the Chicago Skill Center where members of the faculty are related directly to programs or projects, each of which has a clearly defined set of objectives. For the other seven colleges, a compatible organization would mean that faculty units, to the extent possible, would be organized along program lines rather than by discrete courses or academic disciplines. Thus, the members of each faculty unit would be responsible for guidance and instruction of a clearly identified group of students who are following a particular program and not just responsible for the students who are following particular individual courses.

As applied to the developing program structure of the city colleges where all colleges embrace a broad spectrum, faculty would be distributed among five major divisions or as many as the programs justified. Each division would be headed by a dean or an associate dean. Sub-divisional units within each division would have single program responsibility for such single programs as nursing, electronics, drama, law enforcement, music, or possibly even a cluster of related programs. The prime characteristics of a unit would be a planned sequence of courses composed of the "meat" of the program--the core of learning and work

experiences which give the program its basic character--and a cohesive group of faculty and students committed to specific program objectives.

Educational Support Services

Student personnel services

Several basic changes in student personnel services can be identified as important to the process of institutional conversion to a program base. The changes include more emphasis on the role of matching students and programs and monitoring their progress, a sharing of the guidance function with the faculty and paraprofessional counseling aides, and effective job placement and follow-up of students.

The success of identifying students with programs depends to a large extent upon effective student personnel services and student-oriented scheduling of classes. Preregistration information for prospective students, for example, must emphasize student knowledge about programs and student enrollment by program. The student admissions process needs to emphasize admission to a program or program areas. The selection of a program needs to be followed by the scheduling of classes on a planned basis so that a student is assured of being enrolled in those courses appropriate to his program choice. In essence, this means that the institution needs to maintain accurate student histories in order to determine exactly what a student has taken and what he yet needs to take to complete his program. The institution's schedule of classes must reflect those courses needed by

students to complete their programs at those times convenient to the student.

Budgeting and management information system

The development of a program base for the city colleges has serious implications, not only for enrollment, class scheduling, faculty organization, and student personnel services but also for the budgetary and management information system. With programs clearly identified and students, faculty, and supportive student services related to programs, the next step is to identify program costs. But even this is only a beginning; steps, then, need to be taken to relate costs to the number and the percentage of students who successfully complete each program.

With availability of adequate funds and qualified staff determined; with student interests, attitudes, and abilities assessed; and with manpower needs for graduates and job placement probabilities identified; a sensible basis for program initiation, deletion, continuation, or expansion is at hand. This is the essence of a program-planning-budgeting system and a management information system, both of which are integral parts of an institution conceptualized and operated on a program base.

NEW STRATEGIES TO IMPROVE LEARNING

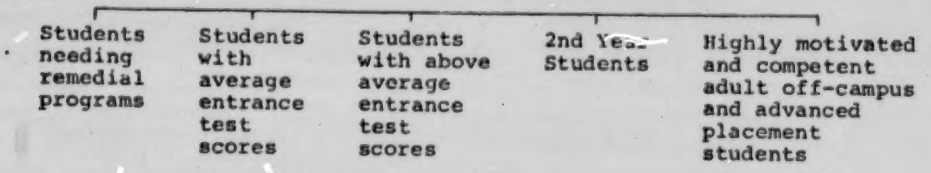
A Program Base

The Learning Resources Laboratory (LRL) is being developed by the City Colleges of Chicago on a citywide basis to improve instruction for the broad range of students attracted to an urban, open-door community college.

The interaction of three scales or continuums--each involving students, learning situations, and personnel--can serve as a base for developing programs to maximize learning results.

The student

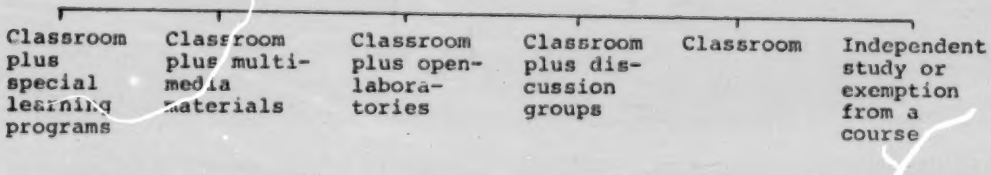
The students enrolled in the city colleges can be grouped along the continuum or scale shown below.


Students needing remedial programs
Students with average entrance test scores
Students with above average entrance test scores
2nd Year Students
Highly motivated and competent adult off-campus and advanced placement students

The range is from those whose lack of preparation makes them poor risks for successful completion of programs to career or transfer students capable of independent and accelerated study.

The learning situation

The task of the LRL, in brief, is to encourage the development of sound and imaginative instructional programs and learning experiences which will serve all students--from those in need of remediation to those in search of intellectual challenge. A second scale, or continuum, groups the services provided for learning from those for a highly dependent student to those for a highly independent student. The degree of support should be related to city college student aptitudes and needs, as shown in the following continuum:


Classroom plus special learning programs
Classroom plus multi-media materials
Classroom plus open-laboratories
Classroom plus discussion groups
Classroom
Independent study or exemption from a course

The necessary learning experiences for each type or group of students have to be determined. While it is possible that all students, no matter how deficient or advanced, should have access to the computer programs of PLATO IV, a full array of audiovisual materials, and small group discussions, it is known from TV College research, for example, that is is folly to conclude that students other than mature highly motivated adults or gifted teenagers can succeed in televised courses without supportive face-to-face instruction. As the scale indicates, a student who scores below average on a standard college entrance test must have much more than benefits of classroom instruction. If his chances of success are to be improved, he should have, for example, the experience of the "open laboratory"--a city college instructional procedure which permits students to meet with qualified instructional aides and assistants in informal study sessions.

The single, most important function of the LRL and the learning resources center of each of the colleges will be to provide teachers and other members of instructional teams with the learning materials and supportive services required at all points on the scale. The LRL staff will plan in-service training programs, help teachers develop instructional programs, develop the computer instructional programs, and produce as required sophisticated and expensive films, television programs, and other audiovisual materials. The staffs of the college learning resources centers, on the other hand, will plan the open laboratories and develop certain multimedia materials.

The Instructional Team

The teacher possessing the traditional academic qualifications who sees himself (or herself) as a classroom lecturer or a laboratory demonstrator must be encouraged to cast himself in a brand new role. The community college teacher can no longer view himself as a fount of learning from which young people, carefully selected as to aptitude and prior achievement, eagerly drink. If a teacher is to be effective in serving the entire range of students in the comprehensive community college, he must become a manager and planner of systematized learning experiences, rather than a purveyor of information.

It should be noted that not all the supportive instructional activities required by a community college student body need be conducted by teachers who hold advanced academic degrees. The city colleges diverse students and their instructional needs call for an instructional and supportive team made up of those on the continuum, or scale, which follows and which should be seen in relation to the students and the learning strategies of the two scales previously described.

1st year student aides	2nd year student aides with high average grades	Graduates with A.A. and A.A.S. degrees	Junior & senior students in 4-year colleges	M.A.T. candidates and other graduate student interns	Holders of Baccalaureate, Master's and Doctoral degrees

Supportive personnel at the left end of the continuum must be carefully selected and closely supervised. Their effectiveness will come in part from bringing to their duties an empathy with the inadequately prepared student.

In cooperation with each college's learning resources center, the LRL must assume a large share of the responsibility for coordinating the efforts of supportive and professional teaching personnel. Supportive personnel, for example, the student aides, must be given intensive training in the psychology of learning as well as in teaching methods. Graduates of the city colleges who have earned the associate degree should be recruited and trained to carry out certain laboratory instructional tasks, to man student information centers, and to maintain records of student progress. Aides should perform their duties under the supervision of faculty members in the career programs and service areas to which they are assigned--Business, Secretarial Skills, and Data Processing; Creative, Cultural, and Performing Arts; Engineering, Industrial, and Applied Science; General Studies and Liberal Arts; Health Services; Public and Human Services; Student Personnel Services; Library and Learning Resource Centers.

All members of the instructional team must be introduced to techniques and materials which will encourage students to achieve at a level of mastery. This means designing program units directed to specific and measurable learning objectives. It also means the elimination of what for all learners, except the most able ones at the extreme right of the scale, stands as a major obstacle to achievement at mastery or near-mastery level: the predetermined, rigid time-block, the eighteen-or-nineteen-week semester. LRL staff must work with the supportive and instructional team in adapting program units to more flexible time sequences, including length of class sessions. Community

college students must be allowed to satisfy course and program requirements in shorter or longer time periods, as their capacities and their available time permit. The whole notion of the "course" must be tailored to the student, rather than the student to the course.

The Ideal of Comprehensiveness

The city colleges already serve a variety of students to whom the doors of other postsecondary institutions have been shut. As earlier sections of this report have made clear, thousands of members of disadvantaged minority groups are now enrolled on city college campuses. Special-interest groups--police, municipal and federal employees, accelerated high school students--are served by the Public Service Institute. Adult and Continuing Education on campus provides special programs for handicapped people and senior citizens. To become more comprehensive, the city colleges must expand service to those adults who require literacy and job entry skills as well as to those interested in transfer programs leading to advanced degrees.

The off-campus activities of the LRL have been growing steadily. Several thousand United States servicemen and women stationed in Europe enroll in off-duty career programs every year. Inmates of correctional institutions and physically-handicapped people living at home or in institutions continue to enroll in courses broadcast on open-television by TV College. Additional library centers, learning materials, and supportive services are now being provided. In these facilities, students are able to complete a course at their own pace.

The computer-assisted instructional program, PLATO IV, is already in operation at three colleges and the Dawson Skill Center. Faculty trained as PLATO authors have developed instructional packages for students and are training fellow faculty members in programming techniques for the introduction of the program in the spring term of 1974. Within several years, PLATO will serve as a tutor and "learning manager" for thousands of students--drilling them, praising them for performing well, advising them how to remedy their deficiencies. PLATO will also help them to plan their careers. And all this will come at a cost of only pennies per student.

A good start has been made toward realizing the goal of "comprehensiveness." But much more must be done within the years lying immediately ahead. Herein lies a major challenge for the City Colleges of Chicago.

New and More Flexible Teachers and Instructional Approaches

Curricular design and instructional methods, with the passage of years, have a way of becoming canonized and fossilized. Courses of prescribed length; professorial reliance on intuitive goals rather than on precisely formulated instructional objectives; the formal classroom lecture--these are practices revered by too many conservative members of the academic community. These practices, however, are not suited to the students of the city colleges.

Conversely there are city college teachers who do strive to gear their methods and materials to the capacities and backgrounds of their students. Many more must be encouraged to do

so. The fact is that too many teachers do not, or will not, recognize that a community college student body is not a university student body. Too many have been slow to recognize that the community college must develop its own brand of excellence--helping a wide range of students, whether they inch along or take large strides toward the achievement of their goals.

An imaginative comprehensive program of faculty in-service training must be planned and started immediately. As an inducement to faculty members, credit courses in curriculum design, learning theory, multi-media instruction, and others, should be scheduled on-campus and offered by specialists from local universities, with a university awarding graduate credit. A beginning has been made in the offering of graduate in-service courses in cooperation with the University of Illinois for career and occupational teachers and for faculty interested in PLATO utilization. Much more needs to be done. Faculties, like other citizens, must be urged to become life-long learners.

Throughout the nation, now that community colleges have opened postsecondary education to thousands of new kinds of learners, there is a cry for new kinds of instructional materials, or in the jargon of educators, "software." This need represents one of the most pressing problems facing the city colleges. Fortunately, part of the solution is close at hand in such media as the computer and the videocassettes. But these can be merely frosting on a cake. The reader is reminded of Thoreau's healthy skepticism about the value to humanity of the wireless telegraph. At one point he was known to have commented that it

is often used to transmit such trivial items as the intelligence that the Infanta of Spain has a cold.

Computers, videocassettes, whatever the technology, must be programmed with meaningful content. Further, they must be coordinated to form instructional designs geared to and managed by achievable learning objectives. In the broadest and most rewarding sense, this is what is meant by "instructional technology." It is a systematic way of designing, conducting, and evaluating the total learning and teaching process with reference to a framework of specific objectives.

There are areas of curriculum demanding the immediate attention of this "humanized" technology. One of the city colleges' greatest needs is an overhaul of the General Education curricula, the core studies which distinguish a college from a trade school. The goal in a community college is a General Education program which will allow all students, no matter what their curricula, to share a set of common experiences related to everyday life, and which at the same time will allow for the development of optional learning modules adapted to the special interest of each student. Only in this way can the unquestionable value of General Education be reestablished in the opinion of most educators.

If all this is to become more than rhetoric, the presidents, instructional vice presidents, and deans of the city colleges must begin to identify faculty members who show an inclination for and an interest in unorthodox kinds of instruction. How can the Learning Resources Laboratory help? Its staff can train

faculty:

1. to define instructional objectives in clear and measurable terms

2. to identify alternative means by which defined objectives can be realized--conventional teaching, machines, "non-human" software

3. to distinguish informing, or passing on of information, from such teaching processes as dialogue, interaction, the supplying of intellectual stimuli

4. to identify means whereby purely "informational" and "teaching" objectives can be realized while recognizing that all students learn at varying paces and come from widely different backgrounds

5. to match student grouping to learning tasks: for example, one-to-one (student to machine or student to tutor) for one task, large group for another; and

6. to design evaluation techniques to measure learning and the effectiveness of learning sub-systems.

What is needed is more "openness." Genuine advances are being made. Wright College, for example, has a "Servicemen's Opportunity College," which encourages servicemen who complete off-duty career certificate programs in the LRL's Overseas Project to complete the A.A. or A.A.S. degree. As mentioned earlier, every year the city colleges award thousands of credit hours to both on-and-off-campus students who are successful in CLEP General Education tests.

Much more remains to be done in this area. Why should not city college students be allowed to earn credit through CLEP tests in specialized areas--Mathematics, American History, or Accounting? Why should not ways be devised to award credit to mature adults enrolled on-campus or off-campus for work and life experiences of educative value? The man who has been a factory foreman or supervisor for twenty years might well have

learned as much as a teenage college student who has completed a course or two in the management of personnel or employee relations.

Technology: To Shape and Deliver

The electronic marvels of our time--television, the computer, and the whole array of audiovisual devices--must be made to serve as shapers of instruction. The teacher devising a program in remedial English for PLATO must reconstruct the whole learning process if he is to produce materials that capture and hold a student's attention and insure his chances of success. Teachers must come to terms with the potential of television, the prime entertainment and communications medium of our time. A television set is in almost every home in the nation. Younger students have been weaned on television. Today's student will not be told; he must be shown. Too many teachers still overlook the potential of television and film as motivating learning forces for students--nonacademic ones, in particular. These media can capture student interest as well as bring the impact of the real world into the classroom.

For the rest of this decade, it will be the task of the Learning Resources Laboratory to press into its service every feasible means of delivering instruction to students. The increasing number of students studying off-campus on their own will make this an urgent duty. What is encouraging is that the means of achieving the goal are at hand.

By means of Cable Television (CATV) and/or the 2500 megahertz system, the city colleges can expand and diversify regular,

adult, and continuing education services both on-and off-campus by:

1. making TV College recorded courses and programs available to more viewers than can view them now on open-circuit broadcast or in campus-viewing areas

2. bringing materials to specialized audiences who watch TV programs where they work--for example, law enforcement officers; other municipal, State and Federal employees; management personnel; in-service teachers; environmental control employees; and health service employees

3. producing special, adult education programs in response to community needs as they arise; and

4. transmitting formal and informal television programs which can be used by viewers to fulfill requirements for degrees through more flexible means which, hopefully, will shortly be available to citizens of Illinois.

Chicago is fortunate in having two public television stations, Channels 11 and 20. The latter, a UHF station, was originally acquired primarily to serve as a vehicle for transmitting instructional programs to schools, colleges, and organizations interested in training and education of all kinds. TV College has used this channel for some years to broadcast its evening schedule. Because of outmoded equipment in need of replacement, the station's signal strength is now so weak and its transmission so spotty that it is no longer advisable for the city colleges to contract for its use.

Channel 20 is potentially too important a community resource to be allowed to languish. It is a broadcast resource not only for the city colleges but also for all educational institutions and community service agencies in the metropolitan area. The

Illinois Board of Higher Education is the appropriate agency to enter into negotiations with Chicago Educational Television Association (C.E.T.A.) with a view to deciding what steps are necessary to upgrade Channel 20 and to devote its broadcast-day exclusively to instruction.

The Need for Cooperative Effort

What has just been said about Channel 20 and its potential for service on a cooperative basis points to the need for the development of instructional and multi-media service by institutions working together. The city colleges long ago faced the reality that no one institution on its own can muster the resources of personnel and money to do the job that must be done. A year or so ago, the LRL staff submitted a proposal to the Illinois Board of Higher Education requesting funding to investigate the feasibility of establishing in the Chicago area a Metropolitan Learning Resources Center. A $50,000 award was granted.

What should this metropolitan unit do? On an interinstitutional basis, it should place at the disposal of faculties both the experts and the technical and multi-media services needed in planning and developing systematic programs of instruction adapted to the needs and capacities of today's students. Such programs are needed for all students but are especially needed for adult students and nontraditional learners. The experts should include learning psychologists, communications theorists, and audiovisual experts, and many others. The technical and multi-media services should include such services as film, television, and computer terminals. In addition, the interinstitu-

tional basis would permit students to move in and out of the higher educational system, as many already do, without the danger of losing credit for what they have completed. Without sacrificing standards the cooperating colleges should agree to unrestricted transfer of credit between one and another as well as to a liberal system of course exemptions and equivalency credit. Moreover, what can be done through televised instruction alone is almost without limits if a number of institutions pool their resources of money and personnel.

These aims, admittedly ambitious, have yet to be approximated in American higher education. The next few years will tell whether or not such a center is an idea whose time has come.

FACILITIES

Yesterday

Until six years ago, the city colleges had no facility built expressly as a college building. Five of the college facilities were tucked into high school guildings; four of them could be used during evening hours only. The other facilities were comprised of former elementary school buildings, a railroad warehouse, and an old 17-story Loop office building.

Today

Today, Malcolm X (1969) and Kennedy-King (1972) colleges are housed in permanent campus buildings which were constructed expressly for these colleges. Southwest and Olive-Harvey colleges are housed in temporary demountable metal structures but structures which are adequate for their purposes.

Just weeks ago the new, northeast side, permanent (Phase I)

campus building (430,000 sq. ft.--$16.6 million) was put under construction to replace the Mayfair College building--a small leased elementary school structure located on the northwest side.

Moreover, the new Loop College building (comprising 500,000 sq. ft., a 20-story building) is on the drawing boards awaiting State approval of the final site. A site, located at the northwest corner of Lake Street and Wabash Avenue, has been purchased and is cleared. If favorable State action is taken by July 1, 1974, in the selection of the present site or any other cleared site, construction of this $34 million building could start by mid-1975.

Tomorrow

Permanent building facilities are needed at both Olive-Harvey and Southwest colleges. The cost of the present metal demountable buildings at these two colleges has been paid totally with local (city) funds. Enrollments at these colleges (approximately 5,000 each) are at their capacity within the space available; any future increase will require additional building facilities. The outlook, however, for permanent building construction within the next three years is not very promising. A recent Illinois community college guideline makes additional capital improvements in Chicago (after action on the new Loop college is taken) dependent upon the overall city colleges' enrollment growth patterns.

The most immediate building need at Olive-Harvey and at Southwest colleges is a physical education-community center. An indoor swimming pool and a small theatre are also needed in these centers. Neither of these colleges presently has such

facilities nor are they available in the surrounding areas. This type of facility has been given a low priority by the Illinois Community College Board and the Illinois Board of Higher Education. The need is so great, however, that the Board of Trustees of Community College District No. 508 should seriously consider constructing these two centers with funds raised from local, property taxes.

Moreover, permanent buildings for instructional purposes should be built to replace the present temporary buildings as soon as possible; State funds (up to 75%) should be used as well as local (25%) funds.

Within the near future, a physical education-community center building should be constructed as Phase II on the northeast side campus. The reasons for providing this facility here are similar to those for Olive-Harvey and Southwest colleges. Local funds, also, would be needed for this project.

Wright College, located on the northwest side of the city, has undergone a series of renovations since it was purchased in 1967 from the Chicago Board of Education, but its enrollment far exceeds the capacity of the building. Though the enrollment should be reduced to approximately 6,500, as has been recommended by the North Central Association, there still exist two important physical needs. The first need is additional parking space, and the second need is a student union building.

Wright is on a relatively small site--eight acres--which can accommodate few parking spaces for staff and students. Furthermore, Wright is not adjacent to a mass-transit artery which means

that the dependence on automobile travel is greater at Wright than at most of the other city colleges. In addition, Wright is immediately adjacent to single-family residences, and students' cars parked in front of homes create a continuing college-community public relations problem.

To build a student-union facility on the Wright eight-acre campus would require the elimination of some of the very inadequate campus-parking space. To acquire adjacent property would be very costly and would be resisted strenuously by neighborhood residents. One possible answer is to construct a double-decked parking structure over the present student parking lot; remove present ground-level parking space; and construct a metal-type student-union building in the space made available on the ground level.

The Dawson Skill Center, which opened in 1973 at 3901 South State Street, is a year ahead of schedule in its enrollment growth as well as in the expansion of manpower training programs. Additional programs will be developed at the Dawson Skill Center, and the capacity enrollment of 1,200 is anticipated in the very near future.

Two additional skill center facilities are needed. One of these should be on the west side of Chicago, at a location which would serve the Spanish-speaking persons, Blacks, and Whites who live inside and adjacent to the Redevelopment Area (so designated by the Economic Development Administration of the U. S. Department of Commerce). This skill center should be smaller in size than the Dawson Skill Center. It should provide those manpower

training programs needed within the Redevelopment Area where new industry and commerce are being developed.

A second skill center should be established on the northeast side, preferably near the new northeast-side campus now under construction. Its size should be about the same as the proposed west-side skill center and should offer manpower training programs suitable to the needs and desires of the many minority groups residing in the northeast area of Chicago.

The graphic picture of capital improvements needed for the period, 1975-80 is shown on the chart on the following page.

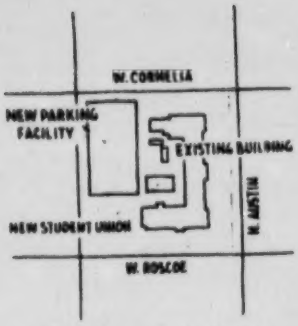
FINANCIAL SUPPORT

Status

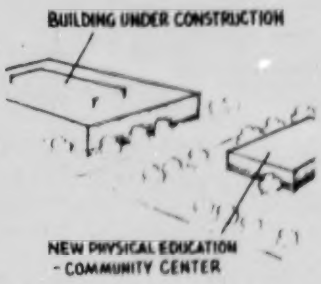
In 1971 the Carnegie Commission's study, The New Depression in Higher Education, listed the City Colleges of Chicago as one of eighteen colleges in the nation "headed for financial trouble." A repeat study conducted in 1973, The New Depression in Higher Education--Two Years Later, showed the city colleges to be moving out of the 1971 category of "fragile stability" into a period of "severe financial stress." What were the reasons behind these alarming developments? What steps are planned and being taken to place the city colleges on a sound financial basis, without freezing the student enrollment or diluting the quality of instruction?

The Carnegie Commission's "labels" were judgments based upon financial figures and projections provided by city college staff in answer to the Commission's questionnaires. The "fragile stability" of 1971 was the result, primarily, of the prom-

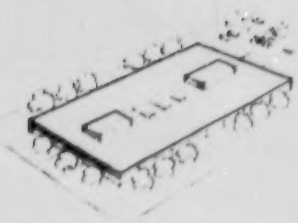
Chart 6.



WRIGHT COLLEGE



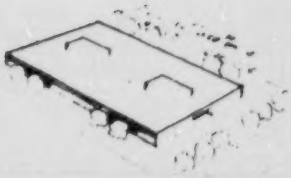
NORTHEAST COLLEGE



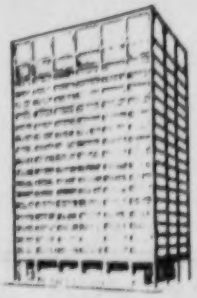
NORTHEAST SKILL CENTER

MAYFAIR COLLEGE

MALCOLM X COLLEGE



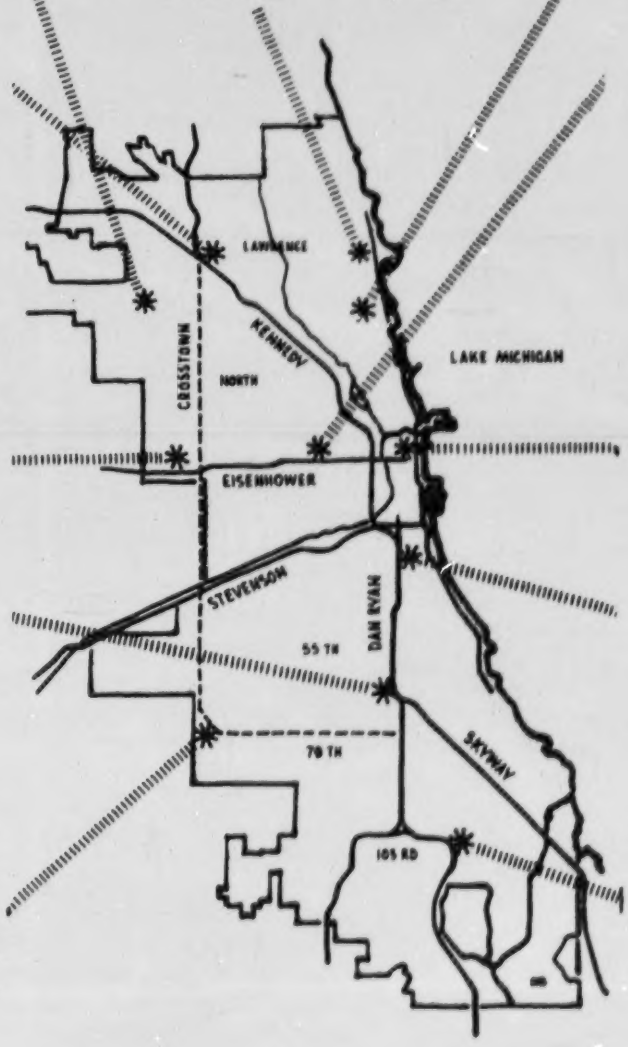
WESTSIDE SKILL CENTER

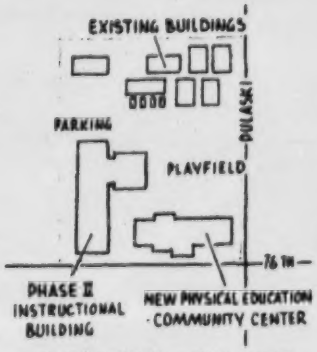


LOOP COLLEGE

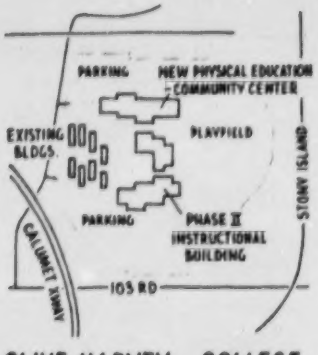
KENNEDY-KING COLLEGE

CHICAGO SKILL CENTER





SOUTHWEST COLLEGE



OLIVE-HARVEY COLLEGE

MASTER PLAN - CITY COLLEGES OF CHICAGO

CAPITAL IMPROVEMENTS PROGRAM 1975 - 1980

ise of the Board to increase teachers' salaries by $3.9 million and to add fringe benefit costs during a 2-1/2-year contract which assumed that the $3.9 million would come to the city colleges as a result of a significant increase in the State flat-rate grant ($15.50 per credit hour to $19.00); the legislation providing for this increase, however, was vetoed by the Governor. The city colleges weathered this financial crisis by closing one facility, eliminating administrative positions, cutting in half its computer costs, freezing expenditures for supplies, delaying the opening date of the summer session, not filling teacher and clerical vacancies, and practicing other economy measures. Almost $1 million accumulated over a period of years in local college funds (exclusive of student activity and health funds) as well as funds resulting from an increase in the State flat grant, from $15.50 to $16.50 in FY-72, were used as general revenue. A potential, though extremely small surplus of approximately $18,000 for the 18-month period ending June 30, 1973, became a $308,000 deficit because of smaller-than-anticipated property tax collections. This was the first deficit in the eight-year history of the city college system under its own Board.

A new two-year contract with the teachers union, effective July 1, 1973, and the beginning of the first fiscal-year budget (FY-74) for the city colleges resulted in an approximate 5.2% salary increase. Clerical personnel and administrators received modest salary increases; the cost of these was met, primarily, through an unanticipated increase in the State flat-

rate grant from $16.50 to $18.50 per credit hour in FY-74. Sabbatical leaves (at a potential annual cost of $525,000) were excluded from the FY-74 annual budget, and dollars for educational equipment were reduced to $75,000 (from approximately $1.0 million a year). One of the consequences of the State aid increase was the elimination of the $308,000 FY-73 deficit.

The two-year teachers' contract provides for salary increases during FY-74 which will cost approximately $1.7 million (about 6.2%). A new contract with the clerical union will be negotiated to begin as of July 1, 1974. Undoubtedly, salary and fringe benefits will be major items in negotiations. In addition, salary increases for administrators, effective as of July 1, 1974 will be in order. The major step that the Board has taken to increase its revenue for FY-75 is its announcement that a student general fee will go into effect in fall 1974; the fee is designed to bring in an additional $2.0 million. This is the point where the city college system stands financially as it looks forward to the remainder of the seventies. The picture for the coming six years is shown on the table on the next page.

Projections

The projections for FY-75 through FY-80 indicate a shortage (expenditures will exceed resources) of funds starting with a deficit of $287,000 in FY-76 and increasing to $772,000 in FY-80.

The above projections, shown in detail in the following table, are based upon the following assumptions:

Table 14.

CITY COLLEGES OF CHICAGO

PROJECTIONS OF RESOURCES AND EXPENDITURES*
EDUCATIONAL FUND AND CHICAGO SKILL CENTER
FROM 1974-75 TO 1979-80

RESOURCES	BUDGETED 1973-74**	PROJECTIONS 1974-75	1975-76	1976-77	1977-78	1978-79	1979-80
Unexpended Balance	18,438	-	-	-	-	-	-
Net Tax Levy	21,379,230	21,994,000	22,550,000	23,226,000	23,923,000	24,641,000	25,098,000
Charge-Back	125,000	158,000	154,000	149,000	145,000	140,000	136,000
State Aid-General	16,213,380	17,086,000	18,026,000	19,366,000	20,277,000	21,608,000	22,920,000
State Aid-Vocational	603,341	545,000	570,000	586,000	598,000	621,000	631,000
Federal Aid-Vocational	603,342	545,000	570,000	586,000	598,000	621,000	631,000
Student General Fees and Non-Resident Tuition	1,427,138	3,307,000	3,384,000	3,527,000	3,588,000	3,724,000	3,856,000
Miscellaneous Revenue	686,381	721,000	757,000	795,000	834,000	876,000	920,000
Sub-Total, Educational Fund	$41,056,250	$44,356,000	$46,011,000	$48,235,000	$49,963,000	$52,231,000	$54,192,000
Skill Center (State Aid)	5,159,097	5,293,000	6,313,000	7,487,000	8,780,000	10,506,000	12,582,000
Total	$46,215,347	$49,649,000	$52,324,000	$55,722,000	$58,743,000	$62,737,000	$66,774,000
EXPENDITURES							
Academic Salaries	26,656,131	28,392,000	29,116,000	30,431,000	31,021,000	32,273,000	33,482,000
Non-Academic Salaries	6,264,148	6,386,000	6,648,000	7,044,000	7,277,000	7,659,000	8,031,000
Employee Benefits	1,219,000	1,391,000	1,431,000	1,499,000	1,532,000	1,597,000	1,661,000
Commodities	1,770,478	1,873,000	1,965,000	2,078,000	2,174,000	2,296,000	2,422,000
Services	3,753,048	4,151,000	4,308,000	4,609,000	5,366,000	6,002,000	6,242,000
Transportation, Communication	450,086	602,000	635,000	669,000	706,000	745,000	786,000
Student Aid	140,000	188,000	202,000	216,000	231,000	247,000	264,000
Equipment	75,000	400,000	1,000,000	1,000,000	1,000,000	1,000,000	1,000,000
Financing Costs	728,359	973,000	993,000	1,013,000	1,033,000	1,053,000	1,075,000
Sub-Total, Educational Fund	$41,056,250	$44,356,000	$46,298,000	$48,559,000	$50,340,000	$52,872,000	$54,964,000
Skill Center	5,159,097	5,293,000	6,313,000	7,487,000	8,780,000	10,506,000	12,582,000
Total	$46,215,347	$49,649,000	$52,611,000	$56,046,000	$59,120,000	$63,378,000	$67,546,000
DIFFERENCE	-	-	$(287,000)	$(324,000)	$(377,000)	$(641,000)	$(772,000)
ENROLLMENTS (FALL)							
Excluding Skill Center							
Headcount	55,339	57,000	60,000	64,000	65,000	68,000	70,500
Full-Time Equivalent	26,886	26,990	27,680	28,930	29,490	30,680	31,830
Including Skill Center							
Headcount	79,001	85,500	92,500	100,500	106,000	113,000	119,500
Full-Time Equivalent	32,273	33,350	35,020	37,250	38,780	40,950	43,080

*Based on revised student enrollment projections
**Includes Supplemental Budget

3/1/74

1. Annual increases in the assessed valuation approximating the average for the last three years but with no increase in rate and a 1% reduction for loss and cost in tax collection

2. A $19.20 rate for the State flat grant with annual increases of $.50 per student credit hour, flat grant, and $5.80 per student credit hour in non-business, occupational courses with an annual increase of $.50 to a maximum of $7.50 by 1980

3. Student general fees of $4.00 per credit hour beginning in FY-74 with certain modifications, particularly for the student taking fewer than six credit hours

4. No provision beyond FY-75 for salary increases, and

5. Modest increases in expenditures to cover enrollment growth and inflation.

How do the above projections compare with the Carnegie Commission's prediction of "severe financial stress" after 1973? The answer is that the figures supplied by the city colleges to the Commission were significantly different from those used in the above Table. For example, the deficit in the projected figures given to the Commission started with more than $3 million in FY-75 and reached $12 million in FY-79. The projection figures used in the Table in this Master Plan are based on a more realistic anticipated improvement in available resources and a more conservative outlook regarding expenditures. Concerning the former, the city colleges can look forward with confidence to additional State flat-grant funds and to funds from the Illinois State Scholarship Commission (ISSC). As for expenditures, the earlier projections included liberal annual increases as well as fringe benefits for academic and non-academic staff and were based largely upon the actual average rate of increase for these items from 1967 through 1973. The present

projected rate for FY-74 and FY-75 is expected to be about one-half of the earlier actual average rate.

While it is probable that the city colleges will not experience the "serious financial stress" predicted by the Carnegie Commission, it is equally probable that the city colleges during the remaining years of this decade will continue to experience a "touch-and-go" situation to balance the budget. The Board and administration will have as difficult a job to control expenditures as it will have to secure additional revenue. Continued economy in administrative overhead, increased faculty and staff productivity, more effective educational delivery systems, elimination of high cost/low benefit programs, and economies in operational services--including utilities, communications, and commodities--are the major areas in which expenditures must be controlled.

Prospects for Increasing Financial Resources

What are the prospects for increasing resources? The answer requires, first of all, an analysis of the major sources of funds. The city colleges depend upon four major sources of funding: (1) local tax levies; (2) State flat-rate grants and vocational funds; (3) Federal grants; and (4) student charges. Chart 1. on page 39, shows the percentages from these sources in calendar year 1967 and in fiscal year 1974.

The largest percentage--48--of each dollar received by the city colleges in FY-74 came from local real property taxes. In 1967 the percentage was 54. During the last three years, local tax dollars have remained relatively constant, except for rela-

tively small increases resulting from an increasing assessed-valuation base. The reason is that the tax rates, established by State law, have been at their ceilings. The educational fund rate of 17.5¢ and the building and maintenance fund rate of 5¢ are the maximum rates which may be levied without referendum. In the present economic and political climate, it is very unlikely that a bill seeking an increase in the local tax levy for the city colleges, especially without referendum, would pass the legislature. If legislation were enacted permitting the city college district to hold a referendum for such local tax increases, it is even more unlikely that such a referendum would be approved by the voters in Chicago. Local taxes, therefore, aside from relatively minor annual increases in the assessed valuation, hold little promise as a source of additional funds for the city colleges.

The second major source of funds for the city colleges, both in numbers of dollars and in percentage, is the State. In FY-74, State funds represented 39% of each revenue dollar; in 1967 the percentage was also 39. Most State funds (excluding restricted State funds for the support of the Chicago Skill Center) are in the form of a flat grant which is based upon the total credit hours carried by students at the mid-point of each term. This grant is paid through the Illinois Community College Board (ICCB).

It is very likely that the State flat grant, presently at $18.50 per credit hour, will increase to $19.20 in FY-75. Despite this potential increase, the long-range outlook for sizeable

dollar increases from the State holds little promise for the city colleges. State equalization funds to subsidize poor districts, comprising about $2 million annually, do not go to the city colleges because the current formula assumes that the city college district is able to produce sufficient tax revenues to support a community college program. It is the belief of city college staff that the equalization formula excludes certain factors which, if included, would give the city college district an equitable share of such funds. It will require legislation, however, to include such factors in the formula.

Some State funds for programs to serve disadvantaged students and provide public services are granted to the city colleges. Starting a year ago, the State appropriated $1.4 million for projects to aid disadvantaged students and $750,000 for public service projects. The City Colleges of Chicago receive about one-half of the $1.4 million because of their large numbers of disadvantaged students, and they receive about one-third of the public service funds on the basis of those project proposals which are approved by the ICCB and the Illinois Board of Higher Education (IBHE). The latter Board has recommended identical appropriations for FY-75.

Doris Holleb, in her book, Colleges and the Urban Poor (D. C. Heath & Co., 1972), declares that community colleges which enroll appreciable numbers of disadvantaged students receive a disproportionately small share of State higher education funds. She makes a strong point of the fact that the big task assigned to certain community colleges, particularly those

in the inner city, of providing a remedial supportive educational program is slighted in the allocation of funds among the various systems in higher education.

A task force created by the Illinois Board of Higher Education several years ago to study the matter of financing showed that the State pays more than $8,000 annually to educate a Ph.D. student but only about $700 for a community college student. While there is no quarrel with the high cost of educating a Ph.D. student, the State has failed to understand that the disadvantaged student in the community college cannot be educated effectively for the same cost as a freshman or sophomore student in the four-year college or university. The selective student body in the latter institution is prima facie evidence of the relatively easier job that they have in comparison to the community college, such as the city colleges, which are mandated by State law to be open-door colleges.

Perhaps it is time for the community colleges to stop advertising that they educate a student for two years for less than it costs four-year colleges and universities to educate their freshmen and sophomores. The community colleges, necessarily, carry the very large costs of educating the academically disadvantaged student. While this educational task is an essential mission of the community college, the State should recognize the enormity of the task and make its fulfillment possible by increasing many-fold its funding for disadvantaged students.

The Illinois Board of Vocational Education and Rehabilitation (IBVER) contributes funds for vocational programs and equipment.

During the past several years, however, IBVER has reduced its semester hour grant rates by about 40%. While it is true that at the same time ICCB has started to pay flat grants (on a credit hour basis) for non-business occupational courses, the number of dollars granted per credit hour has not even kept pace with the reduction of dollars coming from IBVER. The prospects for additional vocational funds for community colleges are not too bright. In fact, at the time of this writing, it is yet to be decided whether the State Bureau of the Budget will order the Vocational Board to shift $3.0 million from the community colleges to the common schools. Neither does the recommendation by the IBHE to increase the present $5 per credit hour flat grant for non-business vocational courses to $5.80 for FY-75 augur well for much additional funds from this source.

The Federal government is a third major source of funds for the city colleges. Most of the Federal funds come from the Department of Health, Education, and Welfare (DHEW) and the Department of Labor as restricted grants. Approximately one-half of the State vocational funds are actually Federal funds for which the State acts as a conduit. While the restricted grants help make possible many innovative programs which involve supportive services to disadvantaged students, the lack of direct contributions from the Federal government to the city colleges for general unrestricted use remains an extremely serious limitation of this source of funding.

Lest the reader be misled, it must be stated that Federal funds for the city colleges are considerable in amount and have

been increasing during the past seven years. The largest number of Federal dollars has come in the form of student financial aid. These dollars are welcome and very much needed because they make it possible for persons with low family incomes to attend the city colleges. In FY-74, the city colleges will be receiving approximately $5.75 million for work-study (CWS), Supplemental Educational Opportunity Grants (SEOG), veterans' benefits (through State agencies), and student loan programs.

Beginning in FY-74, Basic Opportunity Grants (BOG) were provided for full-time college freshmen who were enrolling for the first time. Although Basic Opportunity Grants hold the promise of a maximum grant to needy students of $1,400 (minus what their families could reasonably be expected to contribute) the FY-74 average grant was $260, and the largest grant was $452; further, almost all of these were granted to youths in the under-$10,000-family-income category. Pending Federal legislation calls for a substantial increase in BOG funds for FY-75. If passed, the legislation would permit an average grant of $475 and would provide for sophomores as well as freshmen; further, as of FY-76 all undergraduates would be eligible to receive BOG. While all of these types of Federal grants are needed and very desirable, the present prospect for the greatest help--direct aid to colleges--forces one to conclude that the city colleges cannot look to the Federal government for direct, unrestricted aid.

Student charges, although very small, are the fourth major source of funds for the city colleges. From its very beginning, the city college system has been tuition free (except for non-

residents); the traditional open-door policy of the city colleges has been possible because the charges made to students have been kept small. The city colleges have been one of the few places where the financially "poor" person has had an opportunity for postsecondary school experience. The present general service charges ($7.50 per term for students enrolled in fewer than 9 semester hours, and $15.00 for those enrolled in 9 or more hours) bring about $1.1 annually to the city colleges, or about 2-3/4% of the educational fund.

Recent Action

The need for additional funds for FY-75 has resulted in recent Board action whereby, starting in fall 1974, a general fee (to replace the general service charge) will go into effect. Insofar as a new State law permits colleges to charge variable rates, the general fee will be $3 per credit hour for students carrying fewer than 6 credit hours per term (with a minimum fee of $5), and $4 per credit hour for students carrying 6 or more credit hours per term. It is anticipated that the increase in revenue will be about $2.0 million annually, of which approximately $1.74 million will be used in FY-75 to pay toward the salary increases granted to faculty.

Because student charges, although low, will in many cases be doubled and in some cases tripled; the projected general fee rates can be expected to bring, and in fact already have brought, student objections. It would appear that the increased general fee rate spells the end of the 63-year policy of the "free" college; however, this is not the case. While it is true that

about 10% to 15% of the student body can be expected to afford to pay the increased rates, 85% to 90% of the students will have to pay no more, and in many cases will actually pay less to the city colleges than at present. The evidence for this bold assertion takes us to the work of the Illinois State Scholarship Commission (ISSC).

Another State Source of Funds

Illinois is one of the few states providing substantial dollars ($65 million in FY-74) in the form of monetary awards to public and private college undergraduates. As has been stated earlier, about 70,000 students throughout the State will receive these awards in FY-74; about half of these students come from families earning less than $10,000 per year. The fact that the other half consists of students coming from families with annual incomes of more than $10,000 means that "middle class" families are not left without any means of assistance in financing college educations for their children.

Why, then, have only 1,450 city college students applied for ISSC monetary awards in FY-74? The main reasons appear to be: first, the completion of the long and complex ISSC application, which can result in no more than a $21 award per term ($15 general service charge plus $6 for student activities and health fees), does not appear to be worth the effort; and second, city college students who take fewer than 15 credit hours each term exhaust their entitlement (which is 8 semesters) before completing the course work for a baccalaureate degree. This is particularly bad because it occurs toward the very end when the tuition and

fees in universities range from about $500 to $3,000.

Recently, ISSC has made tables available to the city colleges which show that students whose families earn less than $14,000 annually, and in many cases that students from larger size families whose annual incomes range up to $17,000, will receive a FY-74 monetary award to cover the total general fee as well as the student activities and health fees. Students are required to complete the ISSC application forms in order to be eligible. The student financial aid office staff in each of the city colleges is being augmented (primarily with work-study student aides) to help persons avail themselves of ISSC monetary awards.

The ISSC staff estimates that in fall 1974, when the new general fee rate will go into effect in the city colleges, about 9,500 of the 16,000 full time city college students (those enrolled for 12 or more semester hours) will make applications for monetary awards. It is the goal of the city colleges to have most of the 16,000 full-time students complete the ISSC applications by fall 1974. It should be noted that some students enrolled in the city colleges will be spared the onerous task of filling out the ISSC application form because students who are on public welfare and those who are certified veterans will merely have to identify their status on the application. It is imperative that the complex 6-page application form be simplified and considerably shortened.

Undoubtedly, the biggest objection raised by the students against the new general fee is that it will discourage the

part-time student from enrolling in the city colleges because of the marked increase in the costs for such students. A part-time student now enrolled for ten semester hours, for example, pays a total charge of $21 a term. The general fee of $4 per credit hour, scheduled to go into effect in fall 1974, would mean that this same student will be charged $40, plus an additional $6 for student activities and health fees. It is, therefore, argued that many persons will be financially unable to attend a city college. There is much to be said for this position if the part-time student (a student taking fewer than 12 credit hours) continues to be ineligible to receive ISSC monetary awards.

The solution, however, is not to remain at the present general service charge level; rather, part-time students must become eligible for ISSC monetary awards. This will require legislation. The city college staff has taken an active role in developing such legislation. A bill will be presented in the spring 1974 legislative session to (1) make part-time students eligible for ISSC monetary awards (that is, students enrolled for at least 6 semester hours a term); and (2) lengthen the period of entitlement for such awards so that eligible students can earn their baccalaureate degrees. The Illinois Board of Higher Education (IBHE) has approved these changes and is expected to sponsor legislation to bring them into being.

It should be mentioned that the general fee for city college students taking fewer than 6 semester hours of work will be $3 per credit hour; thus, even though these students have to

bear the cost themselves, the new cost for them will not be appreciably higher than the present cost.

Also being sought is a change in ISSC rules to lengthen the deadline date for applications from September first to October first. While this extension will be of help, the many students who enter the city colleges each February will not be able to receive ISSC monetary awards if they had not completed an application by October first during the previous year. This is a virtual denial of their right to "free access." The only fair and equitable solution is year-round application filing.

Although this section of this Report may appear to point to the conclusion that the city colleges will have to rely heavily on its students for additional funds during the remainder of the seventies, this need not be the case. A more appropriate and defensible conclusion is that the State, through ISSC, can and will be the source for substantially increased funds for the city colleges. The IBHE is recommending an increase in grants made by the ISSC of approximately $8.6 million (to a new high total of about $73.75 million) for FY-75. Thus it is anticipated that most city college students, including "middle class" family income students, can continue to have a relatively "free" college education provided they apply for ISSC monetary awards.

It should not be concluded that the city colleges should be satisfied to receive additional needed State funds via ISSC monetary awards to students. Although some students will be

eligible for the shortened method of completing the form, the six page complex ISSC application form will place a heavy burden upon 34,000 city college students--full time and part-time--many of whom are disadvantaged persons. It is exactly this "disadvantage" which makes the filling out of such a complex form an unfair requirement. In terms of dollars, it will cost the ISSC approximately $6.00 to process each application. Furthermore, the employment of additional financial aid personnel to help students fill out the complicated application form will result in a sizeable cost to the city colleges.

The ISSC has said that 85 to 90 percent of city college students will receive full, monetary awards. Why, then, does the State virtually force the city colleges and its thousands of disadvantaged students to go through the harrowing experience of form-filling? It would be tragic, indeed, if "bureaucratic procedure" discouraged many low-income students from taking advantage of an opportunity for a postsecondary school experience. The fair and reasonable solution is to permit the City Colleges of Chicago to remain "tuition-free" by giving them directly additional "disadvantaged student" funds.

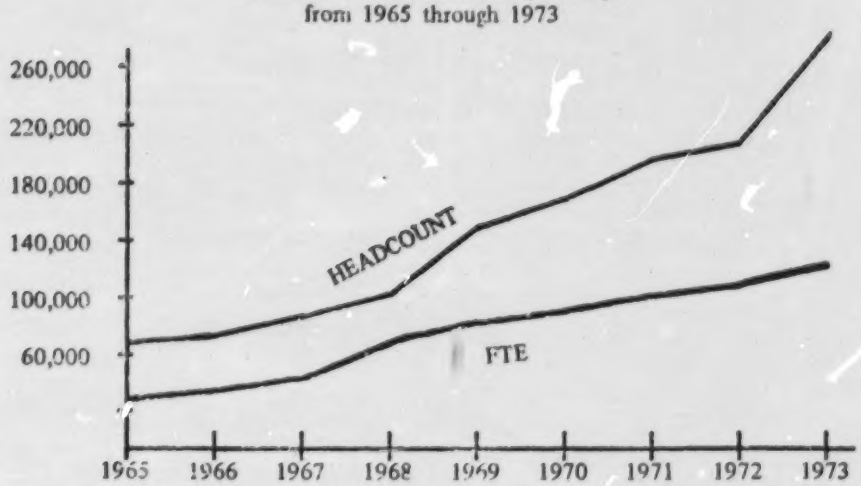
A Promise of Better Days

A Master Plan for Higher Education in Illinois was first developed in July 1964. The junior (now called community) colleges became an integral part of higher education. Since the enactment of the Public Junior College Act in 1965, thirty-seven community college districts, comprised of 47 community colleges, have come into being. By July 1, 1974, all of the

territory within the State is scheduled to be part of one or another community college district. Enrollments in the community colleges, as can be seen in the following chart, have shown great increases; in fact, today, they exceed enrollments in public senior colleges and universities (Appendix, p. 172).

Chart 7.

Fall Headcount and FTE Enrollment
in Illinois Public Community Colleges
from 1965 through 1973



Source: Illinois Community College Board

The new Executive Director of the Illinois Board of Higher Education has recently called for a thorough review of the present system of shared funding for the colleges. His recommendation to "appoint a 'blue ribbon' study committee composed of representatives of the Board of Higher Education, Illinois Community College Board, college trustees, and most especially the public-at-large" was approved by the Illinois Board of Higher Education.

It is hoped that an adequate and equitable funding base for community colleges in Illinois is in-the-making. Whatever the results of the work of this study committee, the city college system will continue to have the annual task of balancing its budget while it strives to serve an increasing number of adults with quality programs. Taking into consideration resources from all sources of income as well as possible controls on expenditures, the financial outlook, while not free from worry, with adequate planning and aggressive action on the part of all concerned holds a promise of better days ahead.

AN AFTER WORD

It is hoped that readers of this master plan and its recommendations are left with a conviction that the lives of many citizens of Chicago would be much poorer if the city colleges did not exist.

The City Colleges of Chicago now rank as one of the country's largest multi-college units. Growth since 1966 has been at an almost incredible pace. City college staff members have seldom had the luxury of leisurely advance planning. The needs of Chicago's communities and citizens have required immediate attention; moreover, they continue to demand attention, and now, not next year, or five years hence.

As this report has endeavored to make clear, the mission of the city colleges, unlike that of universities, is multiple--not only embracing a wide range of formal and informal educational activities beyond the high school but also catering to the special educational needs of a great variety of adults. Public support has been generous but must be even more so if the city colleges are to become genuine community colleges--each a college that does not merely happen to be located in a community, but a college that is a part of its community and a force for change within it. The goal is nothing less than to bring about change for the better for all--and at the grass roots level.

All this may seem utopian, even naive. But the administrators and faculty who have chosen to devote their professional lives to the community college know it can and must be done. And they know, too, that they must help others come to know why there can be no failure. They must help others to know the frightened teenager frantically looking for his classroom on his first day; the thirty-year old, weary, after working all day, but taking an evening course in hope of finding a more rewarding job or career; the Puerto Rican, new to Chicago and the strange, mainland culture, struggling to learn English; the youth from the Black ghetto, trying to overcome generations of disadvantage; and the senior citizen seeking fulfillment by enrolling in an adult education course.

A community college and all associated with it exist to serve people--all people. The years that lie ahead will demand much more than buildings and new instructional programs or money, indispensable as they are. They will demand from all associated with the city colleges an enthusiastic acceptance of a common mission.

The excellence of a community college resides in the ability of its staff to make itself useful, even indispensable, to the general population, not merely to a narrow, intellectual elite.

Thus the City Colleges of Chicago must fashion their own identity, one quite different from that of the four-year college or university. The mission, the reason for being, is crystal clear,--tc serve the adults of Chicago. Finding the ways and means of carrying out this mission is the task to which the staff of the City Colleges must dedicate itself in the years ahead.

Table 1.

COST COMPARISONS FOR ADMINISTRATION
BUDGETED OPERATING EXPENSES FOR 1972 FISCAL YEAR

Chicago Area Colleges	General Admin.	Instruction	All Op. Expenses	Admin. Exp. % of Instr.	Admin. Exp. % of All Exp.
	(000's omitted)				
DuPage	$ 665	$ 4,946	$ 9,144	13.25	7.15
Triton	424	4,263	7,882	9.95	5.38
Elgin	154	1,656	2,811	9.30	5.47
Thornton	604	1,998	4,386	30.20	13.78
Wm. R. Harper	470	3,745	7,244	12.52	6.50
Prairie State	332	1,866	3,006	17.80	11.05
Moraine Valley	654	2,510	5,417	26.05	12.05
Joliet	212	2,574	4,349	8.25	4.88
Morton	322	1,672	3,191	19.25	10.10
McHenry	185	653	1,272	28.40	14.52
Lake County	264	2,366	4,620	11.14	5.72
Oakton	271	1,590	4,905	17.05	5.72
Combined Chicago Area Colleges	$ 4,557	$ 29,839	$ 58,227	15.25%	7.95%
Colleges Out of Illinois					
Coast Community, Costa Mesta, Ca.	$ 559	$ 15,162	$ 20,045	3.69	2.79
Los Angeles Comm. College System	5,088	54,625	78,598	9.30	6.49
Tarrant County System, Fort Worth	478	4,929	9,296	9.70	5.15
Community College, Philadelphia	1,007	4,006	8,009	25.05	12.55
Maricopa College System, Phoenix	2,120	14,160	22,353	14.98	9.48
Combined Colleges Out of Illinois	$ 9,252	$ 92,882	$138,301	9.95%	6.70%
Combined All Colleges	$13,809	$122,721	$196,528	11.30%	7.05%
CITY COLLEGES OF CHICAGO	$ 2,272	$ 28,587	$ 41,196	7.95%	5.52%

Table 2.

REIMBURSEMENT FROM STATE,
DIVISION OF VOCATIONAL AND TECHNICAL EDUCATION AND
THE ILLINOIS COMMUNITY COLLEGE BOARD
TO THE CITY COLLEGES OF CHICAGO
1969-74

YEAR	CR.HRS.SUBMITTED (I, II)****	ICCB NON-BUSINESS VOC.ED. REIMB. FACTOR	DVTE & ICCB TOTAL REIMBURSEMENT INCLUDES EQUIPMENT	PER CR.HR.	DVTE & ICCB TOTAL REIMBURSEMENT EXCLUDES EQUIPMENT	PER CR.HR.
1969-70	138,793	-0-	$1,296,227.00	$9.34	$1,270,827.00	$9.16
1970-71	166,477	-0-	$1,269,167.00	$7.62	$1,161,317.00	$6.98
1971-72	226,642	-0-	$1,294,259.00	$5.71	$1,214,211.00	$5.36
1972-73	241,462	298,948#	$1,605,711.00	$7.89	$1,485,122.00	$6.15
1973-74	246,128*	586,685**	$1,333,436.00***	$7.71	$1,098,436.00	$4.46

\# $2.50 per credit hour
* Includes projected credit hours for Spring, 1974
** Includes projected non-business Vocational Education Reimbursement for Spring, 1974 at $5.00 per credit hour
*** Projected Reimbursement
**** "I" means that the payment is approved; "II" means that a payment is approved subject to availability of funds

Table 3.

ENROLLMENT CHARACTERISTICS AT ILLINOIS PUBLIC COMMUNITY COLLEGES

Fall, 1973

INSTITUTION	GRAND TOTAL	INSTRUCTIONAL PROGRAM ENROLLMENT													PUBLIC SERVICE ENROLLMENT	
		On Campus	Off Campus	Home Study	Total	Full Time	Part Time	In-District	Out-of-District	Out-of-State	Baccalaureate	Occup.	General	Unknown	FTE	Commun. Service	Commun. Education
Belleville	6,745	5,872	827	0	6,699	1,801	4,898	5,695	995	9	3,025	1,762	415	1,497	3,102	46	0
Black Hawk	(7,363)	NA	NA	NA	(6,758)	NA	NA	(6,297)	(362)	(99)	NA	NA	NA	(6,758)	(3,695)	(520)	(85)
Quad Cities	6,198	NA	NA	NA	6,198	NA	NA	5,803	296	99	NA	NA	NA	6,198	3,247	0	0
East Campus	1,165	NA	NA	NA	560	NA	NA	494	66	0	NA	NA	NA	560	448	520	85
Carl Sandburg	1,868	1,375	457	0	1,832	722	1,110	1,560	271	1	638	573	523	98	965	36	0
City Coll.of Chicago #	(56,855)	NA	NA	NA	(46,843)	NA	NA	(46,503)	(219)	(121)	(14,514)	(13,470)	(5,189)	(13,670)	(25,918)	(5,067)	(4,945)
Kennedy-King	10,318	NA	NA	NA	8,284	NA	NA	8,245	14	25	2,937	4,895	395	57	5,448	1,939	95
Loop	15,740	9,428	2,247	65	11,740	2,031	9,709	11,695	44	31	3,665	4,238	3,837	0	4,790	NA	4,000*
Malcolm X	4,309	NA	NA	NA	4,290	NA	NA	4,248	23	19	NA	NA	NA	4,290	2,900	19	0
Mayfair	5,797	3,888	0	0	3,888	1,356	2,532	3,816	69	3	1,896	802	957	233	2,116	1,909	0
Olive-Harvey	5,190	5,113	0	27	5,140	1,829	3,311	5,104	9	27	3,580	1,267	0	293	3,044	0	50
Southwest	6,989	4,916	0	73	4,989	1,853	3,136	4,937	48	4	2,436	2,268	0	285	2,542	1,200	800
Wilbur Wright	13,112	NA	NA	NA	8,512	NA	NA	8,458	42	12	NA	NA	NA	8,512	5,078		4,600*
Danville	2,189	1,986	85	118	2,189	1,187	1,002	1,623	498	68	NA	NA	NA	2,189	1,497	0	0
Decatur	1,907	1,553	0	0	1,553	608	945	1,270	282	1	748	276	84	445	758	354	0
DuPage	10,714	9,996	0	0	9,996	4,112	5,884	9,589	383	24	5,481	2,718	1,797	0	6,216	718	0
Elgin	5,132	NA	NA	NA	3,718	NA	NA	3,338	380	0	NA	NA	NA	3,718	1,876	519	895
Highland	1,677	1,215	52	0	1,267	605	662	1,194	72	1	646	621	0	0	882	359	51
Illinois Central	9,638	8,685	953	0	9,638	NA	NA	8,780	839	19	4,073	3,897	653	1,015	5,889	NA	NA
Illinois Eastern	(4,631)	(2,858)	(1,773)	(0)	(4,631)	(1,498)	(3,133)	(4,464)	(4)	(163)	(2,736)	(926)	(969)	(0)	(2,388)	(0)	(0)
Lincoln Trail	865	563	302	0	865	317	548	815	1	49	373	199	293	0	499	0	0
Olney Central	2,512	1,302	1,210	0	2,512	731	1,781	2,461	1	50	1,919	345	248	0	1,171	0	0
Wabash Valley	1,254	993	261	0	1,254	450	804	1,188	2	64	444	382	428	0	718	0	0
Illinois Valley	2,923	2,632	173	0	2,805	1,799	1,006	2,696	107	2	836	618	1,351	0	1,435	118	0
John A. Logan	2,544	1,418	83	0	1,501	1,043	458	1,442	59	0	1,016	485	0	0	1,217	885	158
Joliet Jr.	6,679	NA	NA	NA	6,134	NA	NA	5,738	395	1	2,497	2,052	776	809	3,027	442	103
Kankakee	4,373	1,570	1,752	0	3,322	632	2,690	3,157	159	6	738	771	1,779	34	1,265	787	264
Kaskaskia	1,629	1,519	110	0	1,629	954	675	1,197	430	2	871	664	94	0	1,201	0	0
Kishwaukee	2,104	1,774	114	8	1,896	739	1,157	1,772	124	0	1,070	516	310	0	1,096	0	208
Lake County	5,721	4,375	1,189	0	5,564	1,504	4,060	5,116	442	6	2,103	1,784	1,677	0	2,699	157	0
Lake Land	2,912	2,350	562	0	2,912	1,661	1,251	2,315	595	2	NA	NA	NA	2,912	2,137	0	0
Lewis & Clark	2,822	NA	NA	NA	2,822	NA	NA	2,582	240	0	1,097	1,626	60	39	1,767	0	0
Lincoln Land	5,178	4,279	494	0	4,773	2,039	2,734	4,124	643	6	3,071	1,128	574	0	2,857	405	0
McHenry	2,511	1,694	455	0	2,139	509	1,630	2,079	59	1	730	554	92	763	875	372	0
Moraine Valley	6,918	5,946	818	0	6,764	2,376	4,388	6,544	220	0	2,318	1,833	1,988	625	3,364	154	NA
Morton	2,259	1,859	0	0	1,859	899	960	1,764	95	0	911	877	40	31	1,229	400	0
Oakton	15,371	3,726	0	0	3,726	1,554	2,172	2,939	787	0	2,959	570	24	173	2,286	4,485	7,160
Parkland	4,531	4,125	0	0	4,509	2,162	2,347	4,015	452	42	924	1,353	520	1,712	2,708	22	0
Prairie State	4,596	NA	NA	NA	4,345	NA	NA	3,615	320	45	1,796	1,367	817	365	1,980	133	118
Rend Lake	1,279	937	342	0	1,279	730	549	1,185	94	0	NA	NA	NA	1,279	905	0	0
Rock Valley	7,249	5,397	947	0	6,344	2,076	4,268	6,201	124	19	2,505	2,094	947	798	3,083	905	NA
Sauk Valley	1,973	1,970	3	0	1,973	913	1,060	1,798	175	0	712	1,094	3	162	1,245	0	0
Shawnee	1,195	681	514	0	1,195	639	556	1,171	19	5	417	386	16	376	742	0	0
Southeastern	1,118	NA	NA	NA	1,118	NA	NA	1,100	13	5	451	287	168	212	681	0	0
Spoon River	916	836	80	0	916	452	464	737	179	0	284	230	74	328	605	0	0
St.Com.Col.E.St.Louis	2,916	2,807	109	0	2,916	1,772	1,144	2,916	0	0	1,950	454	173	339	2,040	0	0
Thornton	5,283	NA	NA	NA	4,665	NA	NA	4,387	241	37	926	1,371	363	2,005	2,645	578	60
Triton	16,627	11,699	4,928	0	16,627	4,013	12,614	13,762	2,849	16	3,743	5,137	7,746	1	6,753	0	0
Waubonsee	4,765	NA	NA	NA	4,765	NA	NA	4,526	238	1	1,404	677	175	2,509	1,945	0	0
Wm.Rainey Harper	10,904	8,492	327	0	8,819	3,654	5,165	7,276	1,543	0	5,214	3,502	103	0	5,350	1,335	750
TOTAL(a)	240,615	87%	13%	0%	202,441	36%	64%	186,832	14,907	702	72,404	55,673	29,502	44,862	110,323	18,751	14,823

NA - Not Available.
* - Estimated.
(a)- Where data was insufficient to calculate a state total, a percentage breakdown of reported data was calculated.
#Does not include Chicago Skill Center enrollment.

Source: Illinois Community College Board

Table 4.

RACE OR NATIONAL ORIGIN OF STUDENTS IN ILLINOIS HIGHER EDUCATION INSTITUTIONS
Fall 1973

RACE OR NATIONAL ORIGIN	PUBLIC SR. INSTITUTIONS Number of Students	PUBLIC SR. INSTITUTIONS % of Total Responding	PUBLIC COMM. COLLEGES[1] Number of Students	PUBLIC COMM. COLLEGES[1] % of Total Responding*	ALL PRIV. INSTITUTIONS Number of Students	ALL PRIV. INSTITUTIONS % of Total Responding*	TOTAL ALL INSTITUTIONS Number of Students	TOTAL ALL INSTITUTIONS % of Total Responding
Afro-American	14,921	8.9%	31,488	20.5%	9,595	9.7%	56,004	11.2%
Spanish American	1,755	1.1	3,356	2.2	1,597	1.6	6,708	1.4
American Indian	437	0.3	550	0.4	155	0.2	1,142	0.2
Oriental	1,712	1.0	966	0.6	1,442	1.5	4,120	0.8
Caucasian & Other	141,981	85.2	116,823	76.3	85,842	87.0	344,646	69.1
No Indication	5,899	3.5	49,258	--	31,192	--	86,349	17.3
TOTAL	166,705	100.0	202,441	--	129,823	--	498,969	100.0

[1] Breakdown for Public Community Colleges is for total enrollment instead of on campus enrollment.

* Where substantial 'no indication' figures are present, percentages are calculated as a percent of data reported.

Source: Illinois Board of Higher Education

Table 7.

ENROLLMENT IN ILLINOIS COMMUNITY COLLEGE
OCCUPATIONAL PROGRAMS, FALL 1973

Dist. No.	Community College	Occupational Programs Enrollment	Per Cent
501	Kaskaskia	664	41
502	DuPage	2,718	27
503	Black Hawk	(2,905)	(43)
	Black Hawk East	295	52
	Black Hawk Q.C.	2,610	42
504	Triton	5,137	31
505	Parkland	1,353	48
506	Sauk Valley	1,094	60
507	Danville	1,134	50
508	City Colleges of Chicago	(18,456)	(40)
	Kennedy-King	4,895	59
	Loop	4,238	36
	Malcolm X	2,896	66
	Mayfair	802	22
	Olive-Harvey	1,267	26
	Southwest	2,268	48
	Wright	2,090	25
509	Elgin	1,425	38
510	Thornton	1,371	52
511	Rock Valley	2,094	38
512	Wm. R. Harper	3,502	40
513	Illinois Valley	618	22
514	Illinois Central	3,897	45
515	Prairie State	1,367	34
516	Waubonsee	577	30
517	Lake Land	1,136	39
518	Carl Sandburg	573	33
519	Highland	621	49
520	Kankakee	771	23
521	Rend Lake	207	16
522	Belleville	1,762	34
523	Kishwaukee	516	27
524	Moraine Valley	1,833	30
525	Joliet	2,052	39
526	Lincoln Land	1,128	24
527	Morton	877	48
528	McHenry	554	40
529	Illinois Eastern Colleges	(926)	(20)
	Lincoln Trail	199	23
	Olney Central	345	15
	Wabash Valley	382	32
530	John A. Logan	485	32
531	Shawnee	386	47
532	Lake County	1,784	32
533	Southeastern	287	32
534	Spoon River	230	39
535	Oakton	570	16
536	Lewis and Clark	1,626	58
537	Decatur	276	25
601	SCC East St. Louis	454	18
	Totals	67,466	36

Source: Illinois Community College Board

Table 8.

CITY COLLEGES OF CHICAGO

CLEP EXEMPTION TESTING RESULTS
September 1970 through March 1974

No. of Exams Passed	Number of Students Passing						Number of Exams Passed						Number of Credit Hours Earned					
	1970	1971	1972	1973	3/74	Total	1970	1971	1972	1973	3/74	Total	1970	1971	1972	1973	3/74	Total
4 (24 cr. hrs.)	5	35	107	131	131	409	20	140	428	524	524	1,636	120	840	2,568	3,144	3,144	9,816
3 (18 cr. hrs.)	12	73	174	211	129	599	36	219	522	633	387	1,797	216	1,314	3,132	3,798	2,322	10,782
2 (12 cr. hrs.)	26	185	347	341	206	1,105	52	370	694	682	412	2,210	312	2,220	4,164	4,092	2,472	13,260
1 (6 cr. hrs.)	41	326	777	754	340	2,238	41	326	777	754	340	2,238	246	1,956	4,662	4,524	2,040	13,428
TOTAL	84	619	1,405	1,437	806	4,351	149	1,055	2,421	2,593	1,663	7,881	894	6,330	14,526	15,558	9,978	47,286
	(58%)	(47%)	(52%)	(52%)	(51%)	(51%)												

Table 9.

CITY COLLEGES OF CHICAGO

FACULTY RANK DISTRIBUTION
FALL TERMS
1962-1973

Year	Number of Full Time Teachers	Professors		Associate Professors		Assistant Professors		Instructors	
		No.	%	No.	%	No.	%	No.	%
1962	481	13	3.0	63	13.0	184	38.0	221	46.0
1963	539	16	3.0	70	13.0	195	36.0	258	48.0
1964	581	29	5.0	81	13.9	200	34.4	271	46.7
1965	641	31	4.8	91	14.3	229	35.7	290	45.2
1966	709	37	5.0	136	19.0	262	37.0	274	39.0
1967	947	49	5.2	183	19.3	379	40.0	336	35.5
1968	1,075	53	4.9	198	18.3	420	39.1	404	37.6
1969	1,141	70	6.1	239	20.9	463	40.6	369	32.3
1970	1,189	99	8.3	305	25.7	545	45.8	240	20.2
1971	1,205	95	7.9	277	23.0	623	51.7	210	17.4
1972	1,280	106	8.2	284	22.2	601	47.0	289	22.6*
1973	1,303	102	7.8	282	21.6	589	45.3	330	25.3

*A new Board-Teachers' Union Contract separated salary from rank. In earlier years, a faculty member who received a tenure contract (after 3 consecutive years) automatically became an Assistant Professor. Starting in Fall, 1972, this was no longer the case; that is, a faculty member who received a tenure contract had to be recommended for promotion in rank.

Table 10.

SALARIES PAID TO FULL TIME TEACHING FACILTY
IN ILLINOIS PUBLIC COMMUNITY COLLEGES
1973-74

Dist. No.	Community College	Low	Mean	Median	High
501	Kaskaskia	$ 9,275	$12,965	$12,525	$18,050
502	DuPage	10,960	16,919	17,337	22,325
503	Black Hawk	8,700	14,177	14,135	21,213
504	Triton	9,799	14,250	14,864	21,678
505	Parkland	7,200	12,176	11,900	18,447
506	Sauk Valley	8,900	12,937	12,700	19,050
507	Danville	6,364	13,680	12,500	17,567
508	City Colleges of Chicago	11,290	16,764	16,705	24,540
509	Elgin	9,600	15,115	14,400	20,400
510	Thornton	9,775	15,927	16,157	22,346
511	Rock Valley	8,109	13,695	14,265	18,369
512	Wm. R. Harper	9,570	15,019	15,087	21,786
513	Illinois Valley	7,650	13,973	14,675	17,650
514	Illinois Central	8,500	13,300	13,050	18,475
515	Prairie State	8,110	15,195	16,370	20,020
516	Waubonsee	9,700	13,858	13,024	19,454
517	Lake Land	8,725	12,728	13,020	16,540
518	Carl Sandburg	8,400	11,421	11,025	13,875
519	Highland	10,591	14,200	14,708	18,500
520	Kankakee	8,000	10,992	10,761	15,206
521	Rend Lake	8,832	13,984	13,799	19,136
522	Belleville	10,356	14,616	14,340	20,393
523	Kishwaukee	7,770	12,225	12,200	15,120
524	Moraine Valley	9,507	12,505	12,250	16,316
525	Joliet	11,000	16,216	16,030	20,150
526	Lincoln Land	10,290	15,785	15,190	20,658
527	Morton	10,238	15,975	16,038	19,904
528	McHenry	10,060	12,600	12,600	17,555
529	Illinois Eastern Col.	6,250	14,873	11,450	15,050
530	John A. Logan	9,079	12,153	12,359	15,568
531	Shawnee	8,325	12,768	12,264	17,616
532	Lake County	9,670	14,206	14,863	19,171
533	Southeastern	9,150	12,745	12,425	16,050
534	Spoon River	9,692	13,626	14,155	18,122
535	Oakton	10,200	12,807	12,500	17,800
536	Lewis & Clark	7,500	11,521	11,400	18,120
537	Decatur	8,700	11,197	10,240	17,120
601	SCC, East St. Louis	6,750	11,313	11,583	14,400
	STATE AVERAGES	$ 9,013	$13,695	$13,550	$18,519

Source: Illinois Community College Board

Table 11.

FACULTY COMPENSATION AT THIRTY-FOUR COMMUNITY-JUNIOR COLLEGES IN THE UNITED STATES, 1973-74

Rank in the 1973-74 Report	Rank in the 1972-73 Report	Change	Control	Location	Year Established	1973-74					1972-73					Percent Increase in Salary for Continuing Faculty	Change in Rank Due to Increase in Average Compensation	Percent Increase in Average Compensation	Contract Increase for 1973-74	Low Salary Agreement		Collective Bargaining Agent	Salary Schedule Available	Lowest Paying Full Time Faculty		Enrollment Fall 1973	Type of Calendar
						Full Time	Part Time	Total	Pupil/Teacher Ratio	Average Salary	Full Time	Part Time	Total	Pupil/Teacher Ratio	Average Salary					Applies to	Amount			Rank	Contract Length		
5	3	3	D		California	1916	598[a]	17,387	1,061	8.0	19,180	600	16,934	1,340[a]	6.0[a]	17,480	7.9	0.6	7.3	5.0	2 yrs.	1973-76	No	Yes	15 cred. hrs. or equiv.	No policy	30,525	Sem.
26	-	-	D	C	Oregon	1961	580+	12,180	1,049	6.6	13,229	ND	ND	ND	ND	ND	ND	-	[b]	5.0	2 yrs.	1973-76	No	Yes	15-16 lecture sem.-contract/ class hour load	hrs. or 25-26 lab.	22,160	Qtr.
34	24	24	D	C	Florida	1968	23+[c]	11,182	604	5.0	11,804	336	10,287	465	4.5	10,752	7.2	16.1	6.7	6.7	1 yr.	1973-76	No	No	13. 6-18 hrs.	faculty discretion	4,560	[b]
26	20	20	D	C	Florida	1968	76+	13,330	1,131	9.4	14,466	212	11,977	730	6.0	12,697	ND	13.6	5.8	5.8	[b]	-	No	No	15 Cred.	20 clock hours	28,025	Sem.
16	14	15	D	C	Ohio	1967	159[d]	13,890	2,512	18.1	16,402	91	13,127	2,348	17.6	15,485	ND	6.3	7.8	4.0	1 yr.	1973-76	No	Yes	9-15	12-16	6,144	Qtr.
19	-	-	D		Washington	1946	317[d]	14,300	1,677	11.7	15,982	ND	ND	ND	ND	ND	14.1	-	9.0[e]	12.3	1 yr.	1973-76	Yes	No	No policy	Contact hours 15-16; 17-18 lab.	13,721	Qtr.
18	-	-	C		Washington	1948	303[d]	14,634	1,688	11.7	16,322	ND	ND	ND	ND	ND	14.8	-	9.0[e]	12.3	1 yr.	1973-76	Yes	No	No policy	"	7,197	Qtr.
21	-	-	C		Washington	1949	780	14,330	1,672	11.7	15,911	ND	ND	ND	ND	ND	12.7	-	9.0[e]	12.3	1 yr.	1973-76	Yes	No	No policy	"	6,732	Qtr.
23	-	-	C		Washington	1970	166[d]	13,770	1,650	11.6	15,420	ND	ND	ND	ND	ND	12.0	-	9.0[e]	12.3	1 yr.	1973-76	Yes	No	No policy	"	1,792	Qtr.
1	-	-	D	C	New York	1947	405[d]	20,147	4,190	20.8	24,277	ND	ND	ND	ND	ND	5.9	-	5.8	6.5	3 yrs.	1972-75	Yes	Yes	No policy	30 lec. per sem.	15,233	Sem.
2	1	1	D		Illinois	1911	1,207+	17,730	5,406	30.5	23,136	1,230	16,446	5,088	28.6	19,500	10.6	10.5	5.0	5.2	2.5 yrs.	July'73	Yes	No	No policy	12-15 contact hr. per semester 16 for phys. educ.	45,565	Sem.
-	-	-	D		Pennsylvania	1966	276	12,383	Not available			279	11,494	1,611	12.9	13,905	ND	-	10.0	10.0	2 yrs.	1972	Yes	No	15 hours	15 hours	10,072	Sem.
1	2	2	D		California	1947	995+	17,387	1,640	10.0	19,013	603	15,894	1,606	10.1	17,500	ND	13.3	5.8[e]	5.8[e]	1 yr.	1973-74	No	Yes	Varies by div.	No policy	32,503	Sem.
14	12	11½	D		Arizona	1920	574[d]	14,784	1,974	13.4	16,758	578	14,188	1,674	11.8	15,859	ND	5.6	7.0	5.6	1 yr.	1973-74	No	Yes	24-16 load hours/sem.	No policy	20,041	Sem.
8	6	7		C	Arizona	1965	123[d]	11,307	2,042	13.1	17,409	137	14,880	2,720	11.7	19,648	ND	5.8	7.0	5.6	1 yr.	1973-74	No	Yes	"	No policy	7,080	Sem.
25	19	19		C	Arizona	1968	60[d]	12,607	1,848	14.6	14,465	68	11,947	1,589	13.0	13,548	ND	7.5	7.0	5.6	1 yr.	1973-74	No	Yes	"	No policy	6,985	Sem.
13	13	14		C	Arizona	1965	130[d]	14,400	1,977	13.7	16,404	133	13,707	1,620	11.9	15,488	ND	6.7	7.0	5.6	1 yr.	1973-74	No	Yes	"	No policy	7,013	Sem.
7	5	6		C	Arizona	1930	165[d]	16,080	2,018	12.6	18,071	175	15,360	1,727	11.3	17,158	ND	5.6	7.0	5.6	1 yr.	1973-74	No	Yes	"	No policy	5,475	Sem.
24	18	18		C	Arizona	1970	68[d]	12,708	1,836	14.4	14,518	67	11,160	1,580	12.7	13,718	ND	6.0	7.0	5.6	1 yr.	1973-74	No	Yes	"	No policy	2,100	Sem.
27	-	-	D		Missouri	1963	220+	13,380	260	2.0	13,640	ND	ND	ND	ND	ND	7.0	-	7.8	5.3[e]	1 yr.	Aug. 73	No	No	12 credit hr. per term	15-22	19,257	Sem.
6	4	5	D		California	1950	351+	17,310	1,033	6.0	18,343	370	16,048	1,739	11.7	16,804	ND	9.2	ND	8.3	1 yr.	1973-74	No	No	14-16	15-20	21,491	Qtr.
29	21	22	D	C	Ohio	1959	135[d]	11,084	1,931	17.7	13,015	133	10,519	1,981	18.5	12,486	7.8	4.9	5.0	5.0	1 yr.	1973-74	No	No	45 credit per Acad. year	No policy	6,930	Qtr.
30	-	-	D		Colorado	1969	141+	11,487	1,481	13.4	12,980	ND	ND	ND	ND	ND	ND	-	10.0	9.4	acad. year	1973-74	No	No	No policy	18-20 contact hours per week	6,411	Qtr.
20	16	16	D	C	Ohio	1964	57[d]	13,389	2,482	18.0	15,871	60	12,949	2,339	18.0	14,988	8.8	7.1	6.5	5.5	2 yrs.	1973-74	No	Yes	45-47 cred. hrs. per yr.	No more than 30 cred. hr./qr. or 22/yr.	4,084	Qtr.
22	17	17	D	C	Pennsylvania	1965	208[d]	13,673	2,049	15.0	15,754	208	12,649	1,831	14.4	14,480	ND	8.7	5.5	5.5	2 yrs.	Oct. 73	Yes	No	24 credit hrs. per yr.	Varies with discipline	6,930	Sem.
12	10	10		C	Michigan	1961	179[b]	15,808	1,561	9.7	17,369	168	14,008	1,267	8.4	16,077	7.5	7.9	7.9 & 8.4	7.5	1 yr.	7/1/73	No	No	30 credits for 2 sem.	Lab hr. equated .75 of credit hr.	7,223	Tri-sem.
4	-	-	D	C	Michigan	1938	185[b]	17,142	2,571	15.0	19,713	f	f	f	f	f	ND	13.4	5.0	6.6	2 yrs.	1973-74	Yes	No	No policy	15 contact hours	11,187	Sem.
13	11	15	D	C	Maryland	1947	147[d]	14,991	1,861	12.4	16,852	148	14,239	888	6.2	15,124	8.0	11.4	ND	ND	1 yr.	1973-74	Yes	No	15 credit hr. per week	15 clock hours	7,195	Sem.
11	22	23	D		Texas	1967	107[d]	11,019	927	7.8	12,746	102	10,694	1,164	11.1	11,550	ND	10.5	10.0	-	1 yr.	1973-74	No	No	16 hours	15-16 hours	12,939	Sem.
11	9	8	D		Ohio	1963	179[d]	14,519	2,088	19.5	17,207	148	13,878	2,038	19.0	16,514	8.1	5.1	6.75	5.33	1 yr.	1973-74	No	No	12	Average 14 hours	19,963	Qtr.
10	8	6		C	Ohio	1963	238[b]	14,191	2,851	19.5	17,042	208	14,084	2,644	18.8	16,728	7.3	4.3	6.75	5.28	1 yr.	1973-74	No	No	12	Average 14 hours	10,587	Qtr.
9	7	9		C	Ohio	1966	139[b]	14,651	2,047	19.4	17,495	155	13,613	2,587	19.0	16,200	9.7	8.0	6.75	5.28	1 yr.	1973-74	No	No	12	Average 14 hours	7,087	Qtr.
17	15	13½		C	Ohio	1971	39[b]	13,665	2,750	20.1	16,198	29	11,290	2,409	19.7	15,089	7.7	1.9	6.75	5.28	1 yr.	1973-74	No	No	12	Average 14 hours	2,369	Qtr.
33	-	-	D		Texas	1946	479[b]	10,314	2,063	20.0	12,377	ND	ND	ND	ND	ND	ND	-	6.0	5.3	1 yr.	1973-74	No	No	15 cr. hrs.	15 clock hours	19,555	Sem.
12	23	21	D	C	No. Carolina	1963	226[b]	10,715[g]	1,799[g]	16.6	12,574[g]	220	10,720	1,620	17.5	12,600	ND	-.2[h]	8.0	8.0	1 yr.	1973-74	No	No	14-16 cr. hrs.[i]	15-22 contact hr. per qtr. depending on program	15,315	Qtr.

ND No Data

[a] All full-time contracts included pertain to six-month term.

[b] Includes only full-time contracts for nine-month term.

[c] Does not include to step (vertical) or predetermined (horizontal) salary steps - some fringe benefit of .05%.

[d] Part-of-living.

[e] Only full-time contracts for a ten-month term.

[f] Owners include step movement which accounted for just under 3%.

[g] Monthly rate provided. We multiplied by ten-months to obtain data comparable to what they reported for 1972-73.

[h] Fringe amount of $851 (5.9%) last year was incorrect; did not include retirement benefits.

[i] Incorrect data for 1972-73 was reported to us for this institution. At the respondent's request, we have not repeated the data here.

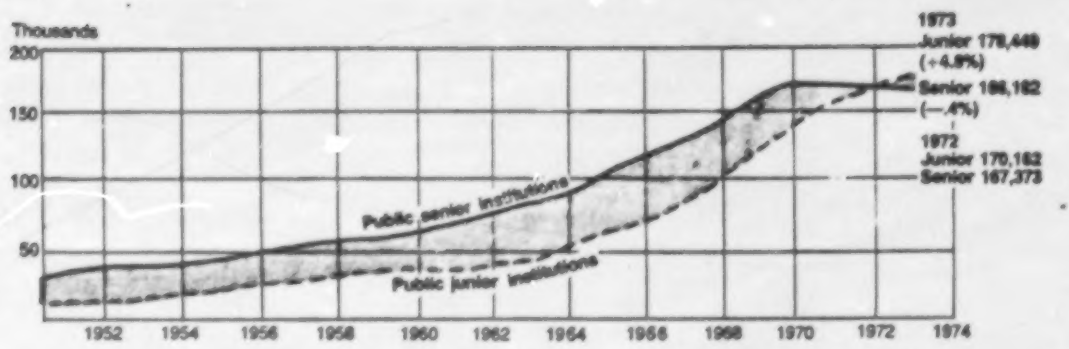
[j] In phone follow-up with this institution indicated that fringe benefits may have been defined differently in each year.

[k] An administrator at this institution said that he could not verify last year's data by way of explaining the negative difference in average compensation.

[l] This institution has twelve-week terms and offers summer credit.

Chart 3.

ON-CAMPUS ENROLLMENT IN
ILLINOIS PUBLIC SENIOR AND COMMUNITY COLLEGES
1952-1974



From: Tribune Graphics, Chicago Tribune, March 28, 1974

Exhibit 1.

EDUCATIONAL PHILOSOPHY
and
MASTER PLAN FOR THE CHICAGO CITY COLLEGE

RESOLUTION

WHEREAS, the Board of Junior College District No. 508, County of Cook and State of Illinois, is dedicated and committed to the concept and philosophy of the public junior college as set forth in the Master Plan for Higher Education in Illinois, and in the Public Junior College Act of 1965, namely that "the opportunity to study in institutions of higher education should be available to all young people who may reasonably be expected to benefit from such study" and that Class I junior college districts shall admit all students qualified to complete any one of their programs including general education, transfer, and occupational programs, as long as space for effective instruction is available; and that the Chicago City College shall provide community services, including assistance for under-educated youths and adults; and

WHEREAS, the need is rapidly expanding for persons with many different kinds of educational preparation -- professional and occupational -- and for more general education for all citizens; and

WHEREAS, it is the special obligation of the public junior college to identify the educational needs of the community which it serves and to recruit students and to counsel and distribute them among its programs according to their interests and abilities; and

WHEREAS, it is also the special obligation of the public junior college to promote a student body in each campus which will be broadly representative of the general population of the city; and

WHEREAS, realistic planning for the future of the Chicago City College requires awareness and study of the following:

1. The need for occupationally trained manpower as well as for the university-educated professional;

2. The number of young people and adults who will seek to enter educational and training programs designed to meet manpower needs;

3. The capital and operation costs necessary to meet goals based on enrollment and program requirements.

4. The availability of needed funds from state and local taxes and from federal aid to education;

5. The organizational structure that will best provide an outstanding comprehensive educational program in a multi-campus system for the Chicago City College;

NOW, THEREFORE, be it resolved that the Board of Junior College District No. 508, County of Cook and State of Illinois, authorizes and directs the Chancellor, together with the College staff and faculty, to begin a continuing study for the Chicago City College and to develop a "Master Plan for the Chicago City College, 1968," which will address itself to the questions of number of students to be educated, in what kinds of programs, in what kinds of facilities, and administered under what kind of organizational structure; and

Be it further resolved that planning groups appointed to such a study be informed that the Board is committed to the philosophy of "open door" admissions and a policy of providing a broad ranges of programs to match the varying interests and abilities of young people and older adults; and

Be it further resolved that no eligible person should be denied an educational experience in the Chicago City College because of financial inability; and

Be it further resolved that since available building and operational funds can be accurately predicted through 1969, the earliest year during which state or local revenues can be increased by action of the state legislature, the Master Plan should include recommendations of priorities for both capital and educational expenditures through fiscal years 1968 and 1969; and

Be it further resolved that the Master Plan should also include long range estimates of the capital and educational expenditures which will be required after 1969 if the Chicago City College is to provide for what otherwise might be the unmet educational needs in the Chicago community. Should revenues, local, state, and federal, fall short of total needs, the Plan should include recommendations for priorities in program and facilities expansion.

The Board further directs the Chancellor to make periodic progress reports to the Board on this Master Plan.

Exhibit 2.

ORGANIZATION AND MAJOR FUNCTIONAL RELATIONSHIPS CITY COLLEGES OF CHICAGO

City Colleges of Chicago (CCC) is a multi-college system and represents an organic entity rather than a federation of colleges. CCC is governed by a seven-member board of trustees appointed by the Mayor of the City of Chicago and confirmed by the City Council of Chicago. The Board of Trustees appoints the Chancellor of CCC, who acts as chief executive and educational officer.

CCC consists of seven Colleges, The Chicago Skill Center (Center), the Learning Resources Laboratory (LRL), the Human Services Institute and the Public Service Institute, the latter four serving city-wide specialized functions. Each of the seven Colleges is headed by a President who is chief executive and educational officer of the College. The Center is under an Executive Director; LRL is headed by an Executive Dean; and the Human Services Institute and Public Service Institute are headed by Coordinators who are also administrators at Kennedy-King College and Loop College respectively.

The Executive Director of the Center and the Coordinators of the two Institutes report to the Vice Chancellor for Career Programs and Manpower Training; the Executive Dean of LRL reports to the Vice Chancellor for Faculty and Instruction. All Presidents, the Executive Vice Chancellor, and the Vice Chancellors report to the Chancellor and are appointed by the Board of Trustees upon the recommendation of the Chancellor.

The central administration of CCC has the general responsibility for the entire operation of CCC and has the following specific functions:

1. Articulate the missions of CCC.

2. Develop a Master Plan for the attainment of the missions.

3. Coordinate the Colleges and programs of CCC to insure that CCC functions as an organic system consistent with as much flexibility as possible for each College to respond to its unique community needs.

4. Evaluate on a continuous basis the success in achieving the missions.

5. Acquire resources necessary for the operation of CCC and for capital development in accordance with the Master Plan.

6. Recommend to the Board of Trustees the allocation of resources to the Colleges and other programs within the requirements and priorities of the Master Plan of CCC.

7. Act as liaison with public bodies such as Illinois Junior College Board, Illinois Board of Higher Education, City Council, Departments of City of Chicago, Regional and National HEW, Illinois legislature, Governor's Office, and a host of private agencies and organizations.

8. Direct administration of special programs of a city-wide nature.

In meeting these specific functions, it must be emphasized that the Chancellor of CCC and Presidents of the Colleges must view themselves as academic administrators. In addition, the Chancellor,Executive Vice Chancellor,Vice Chancellors,and Presidents of the Colleges must assume the role of Officers of the District, mindful of the emphasis on the academic interests of the District as a whole as well as on the educational interests of each College.

Many of the specific functions indicated above must be approved by the Board of Trustees acting on behalf of Junior College District No. 508, County of Cook and State of Illinois, which is the legal entity established under the Public Junior College Act of 1965, as amended.

Each of the Officers of the District as well as other academic administrators must assume the responsibility of planning as well as for the day-to-day operations of the Colleges.

To accomplish the missions and functions of CCC, the organization outlined in the attached chart is being proposed, to be effective in September 1972.

The position description of each person indicated on the chart is shown in the appendix to this report. However, these descriptions do not sufficiently convey the major tasks or functions in either day-to-day operations of the Colleges or planning or development activities which take place among the persons who hold these positions. Accordingly, the major functions of the Colleges are listed with the administrators and others in the College community who are responsible for implementing each major function. It must be recognized that these major functions are not exhaustive and do not show that from time to time they may be expanded, eliminated, or changed in their priority of importance, depending upon developing events and needs. These major functions and the organizational structure must be seen as a dynamic and moving affair rather than a static picture of the administration of CCC.

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Exhibit 3.

A Five-Year Longitudinal Study of City Colleges of Chicago Transfer Students

During the academic year 1967-68, 3,868 City Colleges of Chicago (CCC) transfer students were identified by Illinois senior colleges and community colleges as enrolling in their institutions. For the fall 1967 term there were 2,098 city college transfer students, 92 percent of whom transferred to either an Illinois public or private senior institution. This study deals primarily with an approximate 40 percent sample of the Fall 1967 population that transferred to senior institutions.

In terms of mobility about 80 percent of the city college transfer students went to one of the following seven institutions: University of Illinois - Chicago Circle, Northeastern Illinois University, DePaul University, Northern Illinois University, Chicago State University, Southern Illinois University - Carbondale, and Roosevelt University. Approximately 7 out of every 10 students transferred to public institutions.

In terms of student characteristics, the transfer rate of city college men students is higher than that of the women, 2 of 3 students in this study being male. As expected, the women transferred to predominantly local teacher training institutions. The dominant city college curriculum of these students was liberal arts (67 percent), with business (12 percent) being the second choice. The fact that in many cases the city colleges are not retaining their students is substantitated by the evidence that only 17 percent of the transfer students had attained the associate degree before transfer. However, 6 out of every 10 remained at a city college more than two years after the date of first enrollment. Eighty-four percent of these students transferred to senior institutions during the same year in which they terminated their work at a city college. In terms of ability, the transfer population is more similar to native senior college students than to community college students. Even though this group had a low graduation rate at the city colleges, of the nongraduates, over one half had earned 45 or more hours at a city college before transfer. Two thirds of all transfer students earned all of the college credits which they transferred at the City Colleges of Chicago.

Senior college performance of the transfer group was characterized by a 20 percent attrition for the first year but only an 18 percent attrition for the remaining four years of this study. The graduation rate over five years was 60 percent, with approximately half of the students completing the baccalaureate within two and one-half years after transfer.

No valid predictors of senior college success were identified by this descriptive study, not even the earning of an associate degree qualified as one; but evidence was obtained that students who transferred before the completion of one year of education at a city college had a lower success rate in earning the baccalaureate degree. Comparative pre- and post-GPA's were found to be typical of the evidence found in the literature.